

JPRS 81354

23 July 1982

# **USSR Report**

**HUMAN RESOURCES**

**No. 58**



**FOREIGN BROADCAST INFORMATION SERVICE**

#### NOTE

JPRS publications contain information primarily from foreign newspapers, periodicals and books, but also from news agency transmissions and broadcasts. Materials from foreign-language sources are translated; those from English-language sources are transcribed or reprinted, with the original phrasing and other characteristics retained.

Headlines, editorial reports, and material enclosed in brackets [] are supplied by JPRS. Processing indicators such as [Text] or [Excerpt] in the first line of each item, or following the last line of a brief, indicate how the original information was processed. Where no processing indicator is given, the information was summarized or extracted.

Unfamiliar names rendered phonetically or transliterated are enclosed in parentheses. Words or names preceded by a question mark and enclosed in parentheses were not clear in the original but have been supplied as appropriate in context. Other unattributed parenthetical notes within the body of an item originate with the source. Times within items are as given by source.

The contents of this publication in no way represent the policies, views or attitudes of the U.S. Government.

#### PROCUREMENT OF PUBLICATIONS

JPRS publications may be ordered from the National Technical Information Service (NTIS), Springfield, Virginia 22161. In ordering, it is recommended that the JPRS number, title, date and author, if applicable, of publication be cited.

Current JPRS publications are announced in Government Reports Announcements issued semimonthly by the NTIS, and are listed in the Monthly Catalog of U.S. Government Publications issued by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Correspondence pertaining to matters other than procurement may be addressed to Joint Publications Research Service, 1000 North Glebe Road, Arlington, Virginia 22201.

Soviet books and journal articles displaying a copyright notice are reproduced and sold by NTIS with permission of the copyright agency of the Soviet Union. Permission for further reproduction must be obtained from copyright owner.

23 July 1982

# USSR REPORT HUMAN RESOURCES

No. 58

## CONTENTS

### LABOR

Port Official Discusses Dock Labor Organization (N. Tsakh; EKONOMICHESKAYA GAZETA, May 82) .....	1
Altayskiy Kray Experience in Labor Turnover Control Detailed (EKONOMIKA I ORGANIZATSIYA PROMYSHEL'NOGO PROIZVODSTVA, Mar 82) .....	4
Editorial Note	
Manpower Utilization, by V. T. Mishchenko	
Attachment of Personnel, by G. Antosenkov	
Solutions to Shortage, by Z. V. Kupriyanova	
Rubtsovsk Experience, by S. S. Belan	
Socioeconomic Problems in Agricultural Manpower Sector (SOTSIALISTICHESKIY TRUD, May 82) .....	28
Stabilizing Altayskiy Kray's Population, by N. Aksenov	
Belorussian Farm Labor, by B. Dontsov and S. Rykhov	
Farm Labor Training, by A. Guleychik	
Young Labor Retention Survey, by A. Neshkur	
Manpower Remains Major Problem in Virgin Lands Areas (S. Nishanov and K. Kurbanov; EKONOMIKA I ZHIZN', Feb 82) .....	49
Farm Wages Versus Output Discussed (N. Dudorov; EKONOMICHESKAYA GAZETA, May 82) .....	54
State Supply Organizations Introduce New Labor Norms (M. Kolesnikov; MATERIAL'NO-TEKHNIЧЕСКОЕ СНАБЖЕНИЕ, Mar 82) .....	59

Instruction for Implementing Decree on Holding Two Jobs (EKONOMICHESKAYA GAZETA, Jun 82) .....	62
Economist Advocates Delayed Retirement (A. Chapaykin; SOVETSKAYA ROSSIYA, 10 Apr 82) .....	66

#### EDUCATION

Part-Time Training in Agricultural VUZ's (N. S. Stepanov; VESTNIK VYSSHEI SHKOLY, Mar 82) .....	70
----------------------------------------------------------------------------------------------------	----



## LABOR

### PORT OFFICIAL DISCUSSES DOCK LABOR ORGANIZATION

Moscow EKONOMICHESKAYA GAZETA in Russian No 22, May 82 p 7

[Article by Port Chief N. Tsakh and Port Party Committee Secretary A. Kopylov: "Khozraschet Complexes"]

[Text] The collective of the Vladivostok Marine Commercial Port is introducing new forms of labor organization and stimulation more and more broadly: It is enlarging its longshoreman-mechanic brigades, and it is introducing brigade khozraschet. The first large integrated brigades were created at the port in late 1973.

Such collectives demonstrated their advantages in the very first months of their existence. The larger integrated brigades were created at the port according to the principle of combining two or three ordinary brigades of 12 persons each and adding more newly hired workers. It was believed that young people working together with qualified, experienced longshoremen would be able to study their work methods thoroughly and work themselves in well. And so it happened.

Within a short time, young people demobilized from the Soviet Army mastered the skills of controlling the freight handling equipment. Many longshoremen mastered two or three associated machine operating specialties. One out of every three became a specialist 1st or 2d class. An analysis of the work done by the newly created brigades showed that they achieve their highest results when specialized for handling cargo of similar kinds and when they are made responsible for one or two moorings.

We conducted an experiment at our port in which two vessels (the "Chita" and the "Rzhev") were processed by a temporarily organized large integrated brigade of 86 persons. The objective of the experiment was to determine the effectiveness with which a single brigade could process a vessel. We found that the net time of the freight handling operations was 37.5 percent less than the norm. This success was the result of a decrease in losses of working time between and within shifts, and improvement of working contacts between the mooring administration, the brigade and the vessel crews.

After this experiment we were able to create the basin's first khozraschet large integrated brigade consisting of 140 persons. It successfully processed liners of the Petropavlovsk route and unloaded cargo from cars intended for transloading. So began application of a fundamentally new form of organizing and stimulating the labor of longshoremen at the port.

The newly organized brigade differed from ones that are simply enlarged in that it operated on the basis of the principles of khozraschet and the brigade contract. It was created out of four brigades that became its shifts. V. Dunayev took charge of the new khozraschet brigade.

In accordance with the contract we placed four portal cranes, 17 lift trucks and an outfit of freight handling attachments at the collective's disposal and made it responsible for specific vessel moorings, rail car platforms, warehouses and open-air storage sites. The port administration took the responsibility of creating normal working conditions for the brigade and for planning its activities promptly and well.

In turn the brigade pledged to ensure round-the-clock quality processing of liners and fulfillment of quotas according to schedule.

It should be noted that all of this made it possible to introduce a new planning system into the basic production collectives accounting for khozraschet. In addition to an annual freight handling plan broken down into quarters and months, we began drawing up an annual plan of income from the principal freight handling operations, broken down into quarters and months, and the annual plan of outlays, also broken down into quarters and months.

Unplanned outlays associated with commercial waste, breakdown of freight handling equipment and tools and fines for excessive vessel waiting at the fault of the brigade are now charged to the brigade, and they are accounting for when the results of its work for a given period are summarized.

The new form of organizing the labor of the machine operating longshoremen, in which brigades are assigned to concrete moorings and specialized for the processing of particular kinds of cargo, produced positive results. One collective was able to perform the entire complex of operations associated with processing transportation resources around the clock.

Moreover brigade storehouses were installed at moorings assigned to the brigades. As a result the time required to issue the freight handling equipment was decreased by an average of 15 minutes. This was a sizeable gain. In this time, one shift brigade numbering 48 persons could process 80 tons of cargo. And still more: Narrow specialization ensures swift growth of the qualifications of the port workers and, as a consequence, growth in labor productivity.

The high effectiveness of this form of labor organization was demonstrated early in the existence of the enlarged khozraschet integrated brigade. In 1 year, labor productivity increased by 15 percent, wages grew by 7 percent, and in comparison with other brigades, nonproductive time decreased by 32 percent.

In a year the brigade processed over 320,000 tons of national economic freight, 100 vessels and about 10,000 rail cars, and it decreased the waiting time of rail cars during freight handling operations by 14 percent. It obtained a profit of 291,000 rubles, and the commercial losses caused by improper processing of the freight decreased by six times.

Another eight khozraschet enlarged integrated brigades and eight enlarged integrated brigades were created at the port on the basis of this first brigade's experience. Such brigades now employ 81.1 percent of all of the port's longshoremen.

Now a few words about complexes. Three years ago we created six freight handling complexes and three specialized moorings. Each complex is specialized either for the processing of certain kinds of cargo or for processing the cargo of a particular transportation route, and it is responsible for particular vessel moorings, rail car platforms, warehouses, personal and auxiliary buildings, portal cranes, production equipment (in accordance with the specialization), and the administrative personnel assigned to the longshoreman brigade. The complex is headed by a chief, and its round-the-clock operation is organized and controlled by four shift assistants.

A possibility appeared for reorganizing control of freighting areas. Three basic freighting areas processing general cargo were reorganized into two. The resulting structure meant a decrease in the administrative staff of the freight handling areas totaling 17 persons, and a savings of 45,500 rubles per year in the maximum allocations for maintaining an administrative staff. On the whole, creation of the complexes significantly improved the maneuvering of mechanisms and manpower, it ensured sensible distribution of cargo at the moorings, and control over vessel processing improved.

To raise responsibility for the results of production and business activities, the system of material stimulation of the workers of khozraschet freight handling complexes was changed. They are now paid bonuses from the material incentive fund for the final results of the complex's work, irrespective of the fund-forming indicators achieved by the freighting area.

11004

CSO: 1828/113

ALTAYSKIY KRAY EXPERIENCE IN LABOR TURNOVER CONTROL DETAILED

Editorial Note

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian No 3, Mar 82 pp 105-106

[Article: "The Labor Resources of the Region"]

[Text] The 26th CPSU Congress noted among the important tasks of the development and distribution of the productive forces of the country the need for the more efficient use of manpower resources, the growth of which is decreasing in connection with the demographic consequences of the war and other reasons. The problem is especially acute in the eastern regions, for which significant assignments on economic development have been set. Therefore, great importance is being attached to the gained experience of the comprehensive economic and social development of individual regions, particularly Altayskiy Kray.

The Altay is characterized first of all by the fact that here in the past decade it has been possible to halt the outflow of manpower and the size of the population has begun to increase, which is unquestionably important for the kray, which is the granary of Siberia. This achievement is explained by the fact that under the supervision of the party organization in the kray several large economic and sociological studies have been conducted in the city and the countryside and a number of major practical measures and experiments have been implemented. At the same time a number of unsolved problems also remain. The experience of the Altay, which is related in the selection, will for sure also be useful for other regions of the country.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1982

Manpower Utilization

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian No 3, Mar 82 pp 106-116

[Article by Candidate of Economic Sciences V. T. Mishchenko, secretary of the Altayskiy Kray Committee of the CPSU (Baranaul): "A Policy of Better Utilization"]

[Text] Many economic managers of the kray are inclined to explain the unsatisfactory operation of enterprises by the shortage of personnel. Meanwhile from the



data of statistics it follows that industry is furnished with manpower resources at the level of 98.1 percent of the plan, construction--94.4 percent and agriculture--95-96 percent. Out of 400 enterprises the number of personnel is less than the planned number at only 83, at the rest it is adequate or even excessive. An acute shortage is most perceptible in services.

But, in stating these figures, it is necessary to recall that the situation with the provision of enterprises with manpower is constantly growing more complicated. Therefore, as was indicated at the 26th CPSU Congress, one of the main conditions of the proportionate development of the Soviet economy during the years of the 11th and subsequent five-year plans is the efficient use of manpower resources. To implement at all levels of management a system of measures, which are aimed at the more complete utilization of all types of resources, first of all labor--such is the requirement of the present.

During the past 10 years the kray party organization has directed considerably efforts toward the study of the situation with manpower resources, the identification and elimination of "bottlenecks" and "hot spots," as well as the forecasting, the prediction of the probable situations in the future, in order to obtain an opportunity to control them. Science is giving us much assistance in this.

First of all the enterprises, at which difficult labor predominates and the proportion of manual labor is high, are experiencing difficulties with manpower. These are the construction materials industry (the manning of brick plants with workers does not come to 80 percent), light and the food industries, which have a low level of production technology. Then come small enterprises, which are worse supplied with housing, children's preschool institutions and so forth.

The increase of labor productivity in industry is of great importance for the efficient use of manpower resources. During 1971-1980 it increased by the kray by 57 percent, which is equivalent to the saving of more than 220,000 workers. During the 10th Five-Year Plan the increase of labor productivity should have been 35.8 percent, in agriculture it should have been 30 percent. But industry and construction did not fulfill the assignment, while the output in agriculture was even slightly less than the level of the past five-year plan. The plan on labor productivity was not fulfilled by 80 enterprises.

This is explained, first of all, by the low rate of the retooling of the national economy. Today practically all the large industrial enterprises of the kray are being renovated. But owing to a number of reasons preference is being given to the construction of new production capacities and the expansion of old ones, the modernization of technological equipment in operating shops is proceeding at an inadequate pace, which is leading to the inefficient use of skilled personnel. In industry of the kray 37 percent of the workers are doing manual work, of them one-fifth are working at machines and devices. Moreover, the number of loaders at conveyers and transporters, carriers and drawers is not decreasing but, on the contrary, is increasing.

The level of mechanization of auxiliary operations is half as high as that of basic operations. The radical reequipment of tool and repair shops is one of the means of eliminating the shortage of personnel. In machine building the transfer of one worker engaged in auxiliary operations from manual to mechanized labor costs half

as much as in the operations of basic production. At the same time only 10-15 percent of the capital investments being allocated for mechanization as a whole are being invested in the mechanization of ancillary works. Thereby the gap in the level of working conditions between basic and auxiliary workers is increasing, which, in turn, is increasing the shortage of the staffs of workers of auxiliary occupations. Therefore it is possible to speak of the fact that the increase of the idle times of equipment due to the low level of its repair for some enterprises is turning into a chronic increase, and this is becoming the cause of "rush jobs" and the decrease of product quality.

Unquestionably, the protracted constancy of a high proportion of manual jobs has its causes. What is it a question of here? We have been trying for a long time to answer this question. Today in the kray an organizational framework has appeared, within which it is possible to exert efforts more effectively and to obtain the result of the program of increasing the level of the mechanization of labor according to the experience of the enterprises of Zaporozh'ye and others. They started this work, having begun with an inventory and the elaboration of steps in the most difficult sections. The following steps were also thought out. The main thing is to interest managers in the elimination of manual labor.

The increase of the level of the scientific organization of labor is conducive to the efficient use of manpower resources. On the scale of the kray this is making it possible annually to decrease the need of industrial enterprises for manpower by 3,500 people and to increase labor productivity by not less than 1 percent. On this level the dissemination of progressive rates of the expenditures of labor, the service of several machines and collective forms of the organization and stimulation of labor is the most effective. The increase of wage rates and salaries, which was carried out during the past two five-year plans, made it possible to revise all the prevailing rates of labor expenditures and to improve their quality. Sectorial and intersectorial output norms and the rate setting of engineering labor began to be used more extensively.

During 1973-1980 the proportion of piece workers, who work according to technically sound output norms, in industry of the Altay increased from 66 to 85 percent. Much, however, is being lost due to the fact that approximately one-fifth of the piece workers are working according to experimental statistical norms. The rate setting of the labor of workers paid according to the time worked is still being carried out too little.

The collective forms of the organization of labor and wages are of great importance for the efficient use of manpower resources. In addition to the economic aspect--the decrease of the number of workers--they reflect significant social changes--the development of collectivism, mutual assistance and trust, mutual responsibility for the results of joint labor, the increase of the participation of each person in management and so on. At the Barnaul Plant of Transport Machine Building, where the number of brigades has exceeded 700, 600 workers have been conditionally released. The brigade contract and the initiative of the construction workers and installers of Sverdlovskaya Oblast, who bound themselves to fulfill the plan assignments with a small staff, are being introduced in construction of the kray. In the collectives, in which labor has been organized according to this method, the output per employed person is 17-20 percent higher than in ordinary brigades.

The Shchekino method is being used effectively at the Khimvolokno Production Association and the plant of industrial asbestos items. During the years of the Ninth and 10th Five-Year Plans the collective of the association achieved a 60-percent increase of the output of products, a 95-percent increase of labor productivity and a 3.4-fold increase of the profit; 1,815 workers were released. The turnover of personnel decreased, labor productivity became higher. The experience of the enterprise has been repeatedly noted by the USSR Ministry of the Chemical Industry.

As in the past, great reserves lie in the decrease of the losses of working time. During the 10th Five-Year Plan in industry and construction they practically did not decrease. Annually each industrial worker on the average loses 20 workdays, in construction--16 days. The intrashift idle times amount to 10-15 percent.

In spite of the increasing manpower shortage, many public organizations not only are not preventing, but are even promoting the diversion of workers and employees during working time for participation in meetings, sittings, sports matches and amateur artistic work. The losses of working time due to the coincidence of the work schedules of production enterprises and workshops, studios, housing operation offices, the customer divisions of the city electrical system, telephone services and other institutions are considerable. The losses of working time can be reduced without

significant expenditures to one-half to two-thirds--by regulating the operation of services and the establishment of strict accounting and discipline at every enterprise. At present lack of organization and laxity are being covered up by overtime and work on days off, which is being used on an ever increasing scale. Whereas in 1975 each industrial worker accounted for 10.2 hours of overtime, in 1980 he accounted for 12.7 hours.

In the past 10 years the coefficient of the turnover of personnel in industry of the kray has decreased appreciably, the results in construction are even better. However, the turnover of personnel is still high, especially at the Biyskprod mash Association, the plant of industrial rubber items, the tire plant, the Gorno-Altaysk and Barnaul shoe factories, enterprises of the food and construction materials industries, in the cities of Kamen'-na-Obi and Gorno-Altaysk. The transfer from one place to another takes a worker in industry of the kray, as studies have shown, 34 days and in construction--28 days. The annual losses due to the high turnover in industry are equivalent to the labor of several thousand workers. Therefore, laborious and constant work on the attachment of personnel and the dissemination of advanced know-how is needed.

It is necessary to overcome the formed stereotypes in this matter. The lack of housing and children's preschool institutions, as a rule, are called the main cause of the turnover. In reality nearly half of the dismissals (and this figure increases with an increase of the overall cultural level of the workers and the improvement of housing conditions) depend on the enterprise and are connected with the poor organization of labor and working conditions, the unsatisfactory operation of urban transport and so forth. Therefore it is very important to know the true reasons for the turnover, and not to rely on general arguments.

The turnover usually encompassed not the entire collective, but individual groups. There are certain "hot spots," in which it is three- to fivefold higher than the average turnover. It is necessary to focus attention first of all on them.



In the improvement of all the work on the stabilization of collectives the main burden rests on the personnel divisions. Unfortunately, the personnel services are working in the old way, considering only the questions of hiring and firing to be their main job. This is connected first of all with the fact that the personnel divisions, as before, are formed of workers who are not always able to accomplish successfully the tasks of influencing more actively the stabilization of personnel. At the plant of machine units, for example, of the nine workers of the personnel division six do not have the necessary equipment and training. The same thing can be said about the personnel division of the plant of power presses. The party organizations can help the administration in the formation of personnel services. It is expedient to organize in large cities permanent seminars, training at higher educational institutions, the retraining and improvement of the skills of personnel workers.

Studies show that more attention is being devoted to the identification of the reasons for dismissal at one's own request and entirely too little is being devoted to the identification of the reasons for violations of labor discipline. Meanwhile the discipline at a number of enterprises is decreasing. In 1980 alone nearly 8,000 people were dismissed in industry for unauthorized absences from work. Although increasing slowly, this figure is nevertheless increasing. In construction nearly 5 percent of the workers were dismissed for this reason. Moreover, due to the same shortage of personnel the administration is more and more often concealing unauthorized absences from work, but this leads to a decrease of the level of discipline.

The prevailing legislation and the force of public organizations are being used inadequately in the educational work with absentees. Hence the frequent "leniency" to violators, the trade union organizations are not always active in the campaign against absentees. In our opinion, first of all the material measures of influence must be made stricter and be imposed against the violators of discipline, they must be granted leave at a less favorable time and be transferred to a lower paying job and, of course, the role of public opinion must be increased. At individual enterprises the comrade courts and the public personnel divisions in fact are doing nothing. Consequently, instead of complaints and the invention of new levers of the tightening up of labor discipline it is necessary, apparently, to use the existing ones better.

Great reserves of labor are contained in the increase of product quality, particularly in the use of the L'vov experience. The losses connected with the production, processing and storage of agricultural products must also be examined on this level.

In the kray a means of improving the use of labor resources in the countryside, which takes into account the seasonal nature of labor, has been adopted: small enterprises for the processing of agricultural products and the production of construction materials and consumer goods from local raw materials are being created at farms. Cooperation with industrial enterprises of the cities is being expanded. Thus, branches of sewing factories have been created at the Barnaul'skiy Sovkhoz, the Kolhoz imeni S. M. Kirov of Slavgorodskiy Rayon and the Krasnoye znamya Kolkhos of Pervomayskiy Rayon. It is feasible to organize the production of individual assemblies and parts, in which the proportion of manual labor is high and it is impossible to use mechanization and automation, with the assistance of homeworkers, at schools and tekhnikums, without establishing a standardized workday. It will be

necessary, obviously, to overcome a psychological barrier. For years it was believed that one must save past labor, by loading machines as much as possible. More small, inexpensive machines, which make it possible to use sparingly the living labor of man, are needed.

The experience of setting up industrial shops in the countryside was approved by the kray party committee. This is especially important for the use of female labor. The opportunities to use it in agriculture with the concentration of production are decreasing. Kolkhozes and sovkhoses are rejecting small subsidiary farms, the cultivation of vegetables, poultry factories and so forth. As a result women are losing an attractive job. And whereas in past years boys were the initiators of departure from the village, now girls are more and more often the initiators. In 1980 only 17 percent of the graduates of schools stayed to work in the countryside, including 12 percent in agriculture, while among children 50-60 percent did. In addition to small industrial works for internal needs, it is expedient to use female labor more extensively in such occupations as electricians, lathe operators, fitters, attendants at substations, water supply stations and in services. This sphere must be expanded, consequently, more vocational and technical schools, which train girls in these specialties, are needed, but for the present one-sixth as many girls as boys are studying at vocational and technical schools.

The opinion that the population in the countryside is stabilizing has now become entrenched among managers in the kray. A decrease of the size of the rural population of the Altay by more than 500,000 has occurred in 20 years. During 1961-1980 of the number of those who migrated from the kray 40 percent left for rural areas of other republics, krays and oblasts, 24 percent left for cities, for the most part of Kazakhstan and Western Siberia, only 36 percent left for Altay cities. But then in six rayons during the years of the five-year plan it was possible to reduce significantly the migration of the rural population, while during the past 10 years more people came here than left. The outflow from the villages of Rebrikhinskiy Rayon decreased to one-tenth, first of all due to the considerable improvement of social and everyday conditions. The villages have been provided with all the necessary amenities, the inhabitants have been supplied with children's preschool institutions, housing is being built, contact is being maintained with young people who have left for service in the Soviet Army. This is an example worthy of imitation.

An especially rapid outflow is being observed in small, unpromising settlements. The inhabitants are leaving them, without waiting for the granting of housing and a job where they need them most of all. A unified, scientifically sound program of settlement and, along with it, of road construction is extremely necessary: the creation of a good road system is no less important than the construction of complexes, plants and even housing.

The fact that the outflow of personnel of the highest skills from the kray is increasing, also worries us. For every 100 people with a higher and secondary specialized education, who have left the city, only 91 people with an equivalent education are coming. One of the causes of migration is the slow growth of services. The dispersal of villages influences the low level of the civic improvement of many of them. Everyone has settled as he wished, a bit farther from his neighbor, as a result it is difficult to provide villages with a sewer system, to provide central heating and water supply and to carry out well the provision of amenities.

At the same time in the kray a portion, although a small one, of the able-bodied population, who are employed in housework and on the private plot, especially women, who are caring for children, and people, who are temporarily not working in connection with a change of job and place of residence, is in the reserve. Their involvement in social production is closely connected with the problem of the comprehensive development of medium-sized and small cities. The rate of natural growth of the population in them is higher than in Barnaul, Biysk and Rubtsovsk, but production and daily life are being developed more slowly. In 7 years one sewing factory was built in Aleysk, one poultry factory was built in Kamen'-na-Obi. A low level of the mechanization of production and unsatisfactory public health conditions of labor exist at the majority of enterprises. It is not surprising that the turnover of personnel here is 1.5- to 2-fold higher than the average.

In the kray 52 percent of the working people are women. If we take into account that per 1,000 inhabitants there are 42 places in children's preschool institutions with a standard of 90 in cities and 70 in the countryside, along with the improvement of the construction of such institutions it is expedient to find forms of the combination of the employment of women with the raising of children. One of these forms is the partial workday. It is also suitable for retirees and those studying with leave from work. So far too little has been done here. In 1980 about 7,000 workers were employed with a partial workday, of them 3,100 were retirees and disabled persons, 530 were students. In 1980 more than 1,300 retirees and disabled persons addressed a request to labor organs for job placement, but only 60 percent of them received an affirmative response. The blame for this falls to the enterprises which are not taking the proper steps. It is necessary to improve the organization of the work of women and disabled persons at home and to use students more extensively as mailmen and janitors and in the sphere of personal services.

In 1980 the graduates of secondary schools made up the entire increase of the number of workers and employees in the economy of the kray. Young people are improving the qualitative composition of those employed. However, it is necessary to increase sharply the attention to their training--vocational guidance, selection of occupation, school instruction in an occupation, the extension of their knowledge and skills, adaptation at the works. A little more than one-sixth of the graduates of schools are admitted to higher educational institutions, while five-sixth go into production. But they are used for the most part in unskilled jobs, and this gives rise to the dissatisfaction of young people with labor and to a turnover.

It is necessary to change the approach and to engage in earnest in vocational guidance and occupational selection, so that a young person would obtain an occupation to his liking. This work has been started in the kray. An educational combine has been set up in Barnaul, offices of vocational guidance, in the activity of which leading workers, engineering and technical personnel, educators and public health workers have been enlisted, operate in other cities and the majority of rayons. Vocational guidance councils have been organized almost everywhere. They are operating for the present as a public service, but have already given a favorable account of themselves.

In the Altay there are more than 500 student production brigades, 450 camps of labor and recreation, 128 school forest areas, "small Timiryazevkas" and so forth. More than 80,000 school children are employed during the summer in the labor associations of upper graders. They perform research work and cultivate grain and



other crops on more than 25,000 hectares. A network of educational production combines has begun its activity.

Vocational guidance and occupational selection have helped only 40 percent of the graduates of rural secondary schools to select an occupation. The situation is even worse in the cities, here only 17 percent of those who have graduated from school intend to go to work in the occupation obtained at it. The needs of works for occupations are not being taken into account in many rayons when organizing labor training. Therefore it is very important to introduce in a short time a uniform system of vocational guidance work in the kray.

The network of vocational and technical schools, which train only one-third of the workers, is still too little developed. On the other hand, some vocational and technical schools are not enrolling the planned number of students. Enrollment in the schools of textile and construction workers is proceeding with great difficulties.

The further improvement of social planning may have a great positive influence on the efficient use of manpower resources. Many enterprises, kolkhozes and sovkhoses have gained experience in the drafting of plans of socioeconomic development. Such plans have been successfully implemented by the Altayskiy Plant of Tractor Electrical Equipment, the Barnaul Khimvolokno Production Association, the blend combine, the boiler-making plant, the Rubtsovsk Machine Building Plant, the Slavgorod Chemical Combine and kolkhozes and sovkhoses of Zmeinogorskiy, Biyskiy and other rayons.

The careful study of the obtained experience made it possible to proceed to the next stage--the drafting of socioeconomic plans of the development of cities and city rayons. A plan for Rubtsovsk for the Ninth and 10th Five-Year Plan was drawn up as an experiment jointly with the Institute of Economics and the Organization of Industrial Production of the Siberian Department of the USSR Academy of Sciences. The city party committee, party and economic executives of enterprises, sociologists and specialists of various sectors of the city took part in the work. The experiment was a success. The industry of Rubtsovsk developed more rapidly than on the average for the kray, the same thing happened with the level of well-being and cultural and personal service. The turnover of personnel decreased to five-eighths, labor discipline increased.

Useful experience in socioeconomic planning has been gained in Tsentral'nyy Rayon of Barnaul. The plans of the socioeconomic development of cities and rayons were examined at the sessions of the local soviets and were approved in the bureaus of the city and rayon party committees. The practical experience of planning increased the level of economic organizing and political work and to a certain extent made it possible to achieve the stabilization of the regular labor force and its more efficient use.

However, the work of party committees with manpower resources is not always notable for consistency. Thus, the Rubtsovsk City Party Committee after significant initial successes considered its mission completed and relaxed the efforts on the compiling of plans of socioeconomic development, their implementation and the extensive involvement of the working people in this work. The results did not take long to show: in recent times a slight increase of the turnover of personnel has been observed, the violations of labor discipline are becoming more frequent. Once

again it has become clear that in the management of manpower resources, as in any other matter, constant unremitting work is needed.

The kray party committee senses in its efforts the constant support of the CPSU Central Committee. A special decree on the improvement of the socioeconomic living conditions of the rural population of Altayskiy Kray was adopted on the initiative of Comrade L. I. Brezhnev. In its implementation much depends on the coordinated work of experienced workers with scientists.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1982

#### Attachment of Personnel

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian No 3, Mar 82 pp 117-121

[Article by Doctor of Economic Sciences Ye. G. Antosenkov, chief of the Administration of Manpower Resources of the USSR State Committee for Labor and Social Problems (Moscow): "If We Analyze the Situation"]

[Text] It is necessary to view the manpower resources of any region, including the Altay, against the background of the overall situation in the RSFSR and the country as a whole.

Altayskiy Kray is a large agro-industrial region of Siberia. It accounts for more than a third of the purchases of grain from the Urals to the Pacific Ocean and nearly a fourth of the arable land of the region. The average annual per capita harvest of grain here exceeds by fivefold this indicator for Western Siberia and by nearly twofold the indicator for the RSFSR, and for the most part wheat of the valuable hard and strong varieties is produced. The per capita production of milk and meat is also higher than in Western Siberia and the RSFSR. In the production volume of cheese and animal oil the Altay is the leader in the RSFSR.

It accounts for about 17 percent of the total gross output and fixed production capital of industry of Western Siberia and about 25 percent of the output of machine building and metalworking. The entire sugar industry of the region is located here. In the production of tractors, tractor plows and individual types of steam boilers one of the leading places in the republic and the country belongs to the kray. The task is being planned to change over to the maximum satisfaction by means of its own production of the need for many types of products, which are now produced in other krays and oblasts: machines for agriculture, especially for animal husbandry, the processing and storage of agricultural products, cement, all local materials.

The further development of the economy of the kray is governed in many ways by the supply of manpower resources. Unfortunately, the Altay with its natural and climatic conditions, which are the most favorable among the other regions of Siberia, is characterized by a high migration of the population. It is among the few Siberian regions, in which the size of the population steadily declined for a long time.

However, starting in 1976 the size of the population began to increase gradually. This change is explained by the stepping up of the work on the attachment of personnel during the past decade. Favorable experience has been gained in Rubtsovsk, in Marontovskiy, Smolenskiy, Zmeinogorskiy, Rebrikhinskiy and Biyskiy Rayons, at a number of kolkhozes and sovkhoses and at industrial enterprises.

But in addition to the attachment of personnel there is the problem of the declining natural growth of the population. For the next 9 years it is possible to predict a significant decline of the growth. Moreover, the countryside will account for the entire growth, in the cities it will decrease absolutely.

The development of productive forces is of particular importance for the attachment of personnel. During the past decade the increase of the size of the able-bodied population was greater than the increase of the number of workplaces. The rate of increase of productive capital is lower in the kray than in the RSFSR. The share of the Altay in the capital investments for the republic as a whole decreased. Apparently, with a sufficient number of workplaces fewer rural inhabitants would leave the kray.

The level of wages on the average for the Altay is equal to the republic level, although a regional coefficient of 1.15, and for a number of enterprises a higher one, is in effect here. The reason for this, apart from the sectorial structure of industry (the negligible proportion of the extractive and raw material sectors), lies in the more rigid grouping according to wage rates and the lower level of the fulfillment of the output norms and the bonuses. The real wages in the Altay are 16 percent lower than on the average for the RSFSR, the inhabitants have 12 percent fewer assets on deposit at savings banks.

The standard of living as a whole lags behind the average standard of living for the RSFSR. The consumption of meat comes to 70 percent of the average republic consumption, milk--90 percent. The floor space of the Altay city dweller comes to about 90 percent of the level of the RSFSR. The provision with trade floor space and children's preschool institutions here is also less than on the average in the RSFSR.

In the Basic Directions of USSR Economic and Social Development for 1981-1985 and the Period to 1990 great importance is attached to the more complete utilization of all the sources of the replenishment of manpower. One of them is the decrease of the turnover of personnel. Although there was definite progress during the years of the 10th Five-Year Plan, no radical change occurred, just as for a number of other indicators in the area of the management of labor and manpower resources. The rate of the turnover continues to remain very high. Even with the decrease of the coefficients of the turnover its absolute amount is increasing. An adverse trend is also forming in those sectors which from this point of view were previously considered satisfactory--transportation and communications.

The very process of the turnover, which science has been studying intensively for a decade and a half, has been studied quite well. It is more or less clear what factors govern it and in what way it is possible to reduce their effect. The rate of the turnover is determined by at least two disproportions in the national economy. One of them--which has existed for a long time and is increasing--is the disparity between the availability of and the need for manpower, the other is the disparity between the quality of manpower and the characteristics of the workplaces.



In recent years a nonuniformity by regions of the country has been noted in the reproduction of the population. In the future it will increase even more. Thus, up to 1990 the growth of the population in the republics of Central Asia, Azerbaijan and Moldavia will be eightfold greater than on the remaining territory of the Soviet Union. Moreover, further rapid industrial growth has been planned in Siberia, but the coefficient of the reproduction of the population will be low.

Observations show, for example, the close interrelationship between the migration of the population from Siberia and the supply of manpower in the European regions of the USSR. The outflow from Siberia increases sharply when the regions, to which those departing head, begin to experience an acute shortage of workers. During the 11th Five-Year Plan such a situation is very likely. Northern Kazakhstan, the Urals, the Volga River area and other regions, which attract Siberians to the greatest extent, may begin to "draw" personnel to themselves appreciably more intensively than now, since due to the demographic consequences of the war these regions will have a low growth of manpower resources.

Another problem consists in the distribution of capital investments. Their preferential allocation for the renovation of enterprises has been specified by party and governmental decisions. However, this direction is not always being maintained. Ministries and departments too often direct their attention to the construction of new enterprises and the creation of new workplaces. And renovation itself is not yielding the desired results, in part because the expansion of enterprises occurs under its guise, and this gives rise to and increases the shortage of personnel.

At the 26th CPSU Congress serious attention was directed to the increase of the mechanization of labor. The comprehensive programs of the reduction of manual labor--in Latvia, Zaporozhskaya and Chelyabinskaya Oblasts and others--merit the most extensive dissemination. During the 10th Five-Year Plan these programs made it possible to speed up the rate of decrease of the proportion of manual jobs by two- to threefold as against the formed rate for the country as a whole. Such programs should be implemented first of all in the regions with the most acute shortage of personnel--in Siberia, particularly in the Altay. The decrease of the number of those employed in manual labor in the eastern regions of the country by 10 percent would free more than 3 million people.

This has begun in Krasnoyarsk. The session of the kray soviet of people's deputies adopted the decision to complete in the near future the certification of jobs, in which unskilled manual physical labor is used. A program of its reduction for 1981-1985 follows this. Such a program has also been adopted in Altayskiy Kray. Some 10-12 years ago individual Altay enterprises, particularly in Rubtsovsk, began to identify what are called "hot spots," which "kindle" the turnover of personnel. Jobs with difficult working conditions were also grouped with them.

The Barnaul Blend Combine, which in 1970 began renovation and the modernization of equipment and the production technology, can serve as a positive example. Of the 4,800 units of equipment 4,000 were replaced, 4,300 people were released. At the same time the production volume rose by 32 percent, the machine-worker ratio increased considerably.

The second most important disproportion consists in the lack of conformity between the qualitative characteristics of manpower, on the one hand, and the workplaces,



on the other. Sociologists raised 15 years ago the point that the graduates of schools (if the situation does not change) will find more and more rarely a job which conforms to their ideas about labor suitable for them and about its content. The problem of filling workplaces with unappealing working conditions today is worrying production workers more and more, especially when they are attempting to look ahead. To achieve the more rapid tailoring of production to the demands and interests of man and, on the contrary, the adaptation of man to the demands of production is a task which should be solved on all levels of management--the enterprise, the sector, the region, the national economy. Questions of the skills advancement were raised long ago in Altayskiy Kray. This was discussed at an applied science conference in Rubtsovsk in 1967 and subsequently. Unfortunately, this practice has not become sufficiently widespread precisely in Altayskiy Kray.

It is impossible and inexpedient to eliminate the turnover completely, since it performs specific socially useful functions. The task is for this process to occur with the minimum losses for society. Unfortunately, a shortening of the time for transferring from one place to another has not been achieved. In the solution of this problem one cannot do without a unified system of organized job placement. An important role is assigned in it to the bureaus for job placement and information of the population, which at present serve on the average for the country only 25-27 percent of the people who turn for help when changing their place of work. In Altayskiy Kray the period for job placement with the assistance of the bureau has been shortened by 5 days as compared with the independent search for a job. The rate of attachment of the workers placed through the bureaus of job placement and the information of the population is 10 percent higher than of those hired without the participation of the bureaus. In industry and construction of the kray this is yielding an annual economy of about 2,000 workers. In all 16 percent of the people placed in jobs through the bureaus of job placement and the information of the population underwent retraining as against 25 percent among those who found a job independently. It is easy to imagine the potential impact in the case of the coverage by the bureaus of all the citizens being hired by enterprises of the Altay.

The organizational aspect of the management of labor at enterprises, particularly the personnel services, both in the country as a whole and in the Altay requires improvement. At the mentioned Rubtsovsk conference of 1967 the requirements and the means of changing substantially the functions of personnel services were emphasized, it was proposed to direct their activity toward a set of measures on the stabilization of collectives and toward the occupational advancement of workers. So far, however, no particular improvement has been noticed. It is necessary once again to turn to this problem and to achieve its solution.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1982

## Solutions to Shortage

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian No 3, Mar 82 pp 121-131

[Article by Candidate of Economic Sciences Z. V. Kupriyanova, chief of a sector of the Institute of Economics and the Organization of Industrial Production of the Siberian Department of the USSR Academy of Sciences (Novosibirsk): "How to Overcome the Shortage"]

[Text] At the request of the Altayskiy Kray Committee of the CPSU, staff members of our institute conducted a study of the problems of the formation of the regular labor force of the Altay. In all 36 industrial enterprises and 5 construction trusts were studied, about 22,000 workers and engineering and technical personnel were surveyed. The task consisted in obtaining information and suggestions on the reduction of the turnover and migration.

### The Demographic Situation and Migration

Until recently the increase of manpower resources due to natural factors exceeded the extent of the increase of workplaces. However, a surplus of manpower resources was not obtained, the surplus was absorbed by rapid migration. With an actual increase of manpower resources by 12 percent the increase of workplaces was 17 percent.<sup>1</sup>

Mainly Barnaul, Gorno-Altaysk, Biysk and Kamen'-na-Obi account for the entire migratory influx of the urban population during the 1970's. The population and, consequently, the manpower resources of Rubtsovsk and Novoaltaysk are approximately stable, the population of Slavgorod, Alyeskiy, Gornyyak and Zmeinogorsk decreased. The further concentration of the population in large cities, primarily Barnaul and Biysk, is anticipated. The possibilities of the growth of small cities seem limited.

The dynamics of the natural movement of the urban population of the Altay is characterized by the same trends as for the RSFSR as a whole: a sharp decline of the birth rate in the 1960's, its slight (inadequate) increase in the 1970's, a decrease of the natural growth. The lower birth rate than for the RSFSR, in our opinion, to a certain extent stems from the increased employment of women in social production. It exceeds by 3 percent the average republic indicator.

The intensity of the migratory processes of the urban population of the Altay not only substantially exceeds the average republic intensities, but in some years approaches the extremely high indicators of Tyumenskaya Oblast. In order for the urban population of the Altay to increase due to migration by 1 person, the participation in it of 20 people, who leave the kray and come to its cities, is needed.

---

1. All the calculations on the demographic potential of the kray and migration were made by the Barnaul Laboratory of Industrial Economics of the Institute of Economics and the Organization of Industrial Production of the Siberian Department of the USSR Academy of Sciences under the supervision of Candidate of Economic Sciences V. M. Pushkarev.

As a result, the absolute value of the shortage of manpower in the cities is equal to approximately 25,000 people. The Altay is losing population in the exchange with nearly all the regions of the country, and a favorable balance of migration of the cities is forming mainly as a result of intrakray migration from the countryside. Studies show that in agriculture of the kray the shortage of manpower resources is also arising and becoming acute, therefore in the near future this source of the increase of the amount of manpower resources will not be able to reinforce the cities of the Altay. One in four of the dismissed industrial workers surveyed by us intends to leave the kray. Among them are the most skilled, youngest and most educated workers.

The evaluation of the demographic potential for the future makes it possible to presume that a decrease of the amount of manpower resources both in the kray as a whole and in the cities will occur already by the end of the 11th Five-Year Plan. During the 11th Five-Year Plan a particular strain will be observed with female manpower resources, while during the 12th Five-Year Plan one will also be observed with male manpower resources.

The household of urban families is no longer a significant source of the reinforcement of the manpower resources of the kray. During the 11th Five-Year Plan approximately 20,000 fewer people will come from the countryside to the city than during the 10th Five-Year Plan. A decrease in the population of the proportion of children of school age (by approximately 25,000) and an increase of the number of children of preschool age are anticipated by 1986.

/The demographic characterization of the Altay gives grounds to draw the following conclusions. The labor shortage will begin to intensify in the immediate future, especially during the 12th Five-Year Plan. The kray executive organs and the management of enterprises have 2-3 years left to break the formed trends. It is expedient to seize such a favorable opportunity/ [in boldface].

#### Means of Overcoming the Shortage of Personnel

First of all let us identify the need for the relative decrease of the demand of the national economy of cities for manpower. The increase of labor productivity and the freeing of a large number of workers are the decisive means of achieving this goal. In industry of the kray the average level of labor productivity slightly exceeds the republic level. But if we take into account the sectorial structure, it will turn out to be 13 percent lower than for the republic. Moreover, the task of halting the tendency to lag farther behind is arising. In construction of the kray labor productivity is 10 percent lower than the republic labor productivity and in recent years has practically not increased. The freeing of manpower as a result of the increase of labor productivity is almost always relative, the number of personnel of enterprises is not reduced, and in the majority of cases this leads to the concealed surplus of manpower at them.

/The sharp decrease of the expenditures of manual labor is among the immediate means of meeting the need for personnel/ [in boldface]. The level of the mechanization of labor is inadequate at enterprises of the construction materials, chemical and light industries. In the food industry 78 percent of the workers are engaged in manual labor.

The increase of the level of mechanization is following a flat curve and attests to the need for a purposeful policy of the sectors, which would take into account the specific nature of the labor supply of the region of the location of production. In industry a significant amount of obsolete equipment is being used: nearly 45 percent of it has been in operation more than 10 years, while one-fifth has been in operation more than 15 years. More than 10 percent of its downtimes are connected with this. All the types of idle times in machine building of Barnaul, for example, exceeded, according to the data of a study of the USSR Central Statistical Administration, 30 percent of the maximum possible available working time. This leads to the diversion of large amounts of labor for the repair and adjustment of machines and devices. The proportion of repairmen in the kray substantially exceeds the corresponding indicators for the republic. This group of workers is especially large in the chemical industry, the construction materials industry and woodworking.

**/The second cardinal means of overcoming the shortage of personnel is a labor-saving policy/** [in boldface]. It should be pursued in the form of the careful selection and expert appraisal of the projects which it is proposed to implement in the region. The same thing also applies to the performance of all the equipment which is arriving here. According to the data of an analysis, the designs of enterprises and works, which are being used for the regions of Siberia, from the point of view of labor intensity differ little from the designs for the central and western regions of the country.

**/The third general direction of the overcoming of the shortage is the improvement of the use of the available personnel/** [in boldface]. Here one must first of all mention the decrease of the losses of working time. At the industrial enterprises of Barnaul the intrashift losses amount to about 8 percent, while at construction projects they amount to about 9 percent. The main cause of losses of working time is the shortcomings in the organization of work. Their elimination could give the kray an additional 15,000 average annual workers. In many ways this depends on the increase of the number of specialists with a higher and secondary education. Here the kray lags behind the average republic level.

**/Another source of the saving of working time is the improvement of labor discipline/** [in boldface]. In industry of the kray in a year there are about 8 workdays lost due to unauthorized absences from work per 100 workers, in construction--12 days. As whole the losses of labor, which are connected with violations of labor discipline, amount to the available working time of more than 12,000 average annual workers.

The violations of labor discipline involve primarily appearance at work drunk, drinking at the workplace and unauthorized absences from work. Up to 80 percent of the offenders are people with an elementary and incomplete secondary education, with low skills. A close relationship of violations of labor discipline with a low level of the organization of labor has been noticed.

The inadequate effectiveness of the campaign against violators of labor discipline, as studies conducted at construction projects of the Altay showed, stems from the fact that not the entire collective, but only its managers resist the offender; public opinion has not been formed, the group of sanctions is narrow. Such measures as the transfer to a lower paying job, postponement of the granting of housing and the shift of the period of leave for the present are being used inadequately.



Considerable reserves lie in the decrease of the number of absences with permission of the administration and the reduction of the losses of time due to illness. These reserves can be estimated at 15,000-17,000 average annual workers.

In the decisions of the kray party organization a prominent place is assigned to all these questions.

#### The Turnover of Personnel

The process of the turnover is diverting large amounts of labor from the sphere of production. Although the tendency for it to decrease is being observed in industry of Altayskiy Kray, nevertheless the coefficient of the turnover for the present remains excessively high. In accordance with this indicator the kray is in third place in Western Siberia, having let ahead only Tomskaya and Tyumenskaya Oblasts. As compared with the RSFSR the turnover in the kray is higher, when expressed in terms of the sectorial structure it is also higher. The rate of its decrease in the past 5 years has declined sharply.

In the opinion of many economists, the turnover of personnel breaks down into the normal turnover, which is due to the needs of the national economy and the reasonable interests of the worker, and excessive turnover, which is formed due to the nonobservance of social standards and is to be reduced to a minimum. For industry of the eastern regions the normal turnover is equal to approximately 10 percent. The level of the turnover in industry of the Altay considerably exceeds its normal amount. It is obvious by how much it must be reduced.

The analysis of the reasons, which workers name when being dismissed, provides abundant information on the causes of the turnover. The data of studies obtained in Novosibirsk were used for comparison. In the Altay they leave twice as often due to the poor organization of labor and the adverse working conditions; the departures for reasons of health are also more frequent.

The dismissals for reasons connected with living conditions and the standard of living (housing, wages, kindergartens, living conditions in the city) make up in the Altay about 40 percent of all departures. Another 10-15 percent of the departures are due to family circumstances. The remaining 40-45 percent are directly connected with the conditions of the use of workers at the works. The main reserves of the decrease of the turnover lie precisely in this.

The questionnaires contained the question of whether the workers had the desire to change their place of work and what this was due to. Similar data are also available for Novosibirsk. In machine building of the Altay, as in Novosibirsk, the main reasons of the potential turnover are occupational and skills reasons, wages, housing and working conditions. However, the ranks and importance of each of them in these regions are different.

First place in both the Altay and Novosibirsk belongs to occupational and skills reasons. Further in Novosibirsk there follow by importance wages and housing, while in the Altay poor working conditions and wages follow. As a whole in the Altay five-sevenths (and in Rubtsovsk one-half) as many intend to obtain their discharge due to housing than in Novosibirsk. But then the importance of working conditions for the potential turnover was twofold greater here than in Novosibirsk.

Of particular interest is the fact that the rate of the turnover of workers of mechanized labor is half as great as among workers of manual labor (not counting those employed in the repair and adjustment of machines and devices, who also have a low rate of dismissals): in the meat industry--a third as great, in the chemical industry--five-thirteenthths as great, in the wood processing industry--five-twelfthths as great. Consequently, the implementation of the program of the mechanization of labor should begin with the enterprises of the food, chemical and construction materials industry.

From 40 to 60 percent of the total number of workers are employed under adverse working conditions. The improvement of working conditions is proceeding extremely slowly. According to the data of a study conducted on the instructions of the USSR State Committee for Labor and Social Problems at the Altayskiy traktorny zavod imeni M. I. Kalinina Production Association in Rubtsovsk, in 10 years at the plant labor became easier for only 20 percent of the workers, it did not change for 62 percent and became more difficult for 18 percent of those surveyed, although considerable assets are being spent on labor safety procedures and techniques. The indicators of the illness rate are decreasing insufficiently. Obviously, the strategy of actions in this matter should be reviewed.

The need has arisen for the changeover from "defensive" measures, when efforts are exerted on the solution of current problems, to "offensive," preventive measures. At present in the amount of allocations for labor safety procedures the ratio of the expenditures on them comes to approximately 5:9. There is no doubt that this ratio should be at least the reverse. Until a real reorientation in this direction occurs, it is difficult to expect qualitative changes in the working conditions in industry of the kray.

Attention should be directed to another aspect of the question. The construction of a number of industrial enterprises is being planned in the Altay. It is necessary in the plan to envisage that there would be no sections, shops and technological processes with adverse working conditions.

An inventory of workplaces from the point of view of the quality of the working conditions is needed. The task of singling out priority facilities, which are to be completely shut down owing to their particular hazardousness and danger to the health of the workers, is arising. Then the group of facilities, which are subject to priority renovation, and, finally, the facilities, which should be developed or renovated, are singled out. This sequence should become a law when responding to questions about the distribution of capital investments for the needs of labor safety procedures and techniques in the kray. In accordance with a decision of the bureau of the kray party committee this work has already begun, its periods and results have been specified.

#### The Stabilization of Personnel

According to our data, in the Altay those who had not worked 3 years at the enterprise make up 74 percent of the people dismissed. The intensity of the departure of novices is 2.5-fold greater than that of workers, whose length of service at the enterprise is more than 2 years. Two years are a unique critical point, after which the rate of the turnover declines sharply. Consequently, during this time the novice needs increased attention on the part of the collective and the administration.

The attachment of the novice and in general the decrease of the turnover depend on the extent to which the expectations, with which a person arrived at the enterprise, prove to be correct. Our questionnaire contained a group of questions on both the expectations of the worker and the degree of their realization. The influence of disappointed expectations on the decision to leave was also studied.

The largest portion of expectations of the workers upon going to work at the enterprise is connected with the material and personal sphere, especially with the receipt of good wages. This wish is fulfilled to a sufficiently great extent. From the point of view of the turnover the expectation of a job in an interesting occupation is most important. Whereas the lack of the expected wages increases the turnover of personnel 1.5-fold, the impossibility of working in one's specialty and of having an interesting occupation increases it 2.2-fold.

The experience of the Perm' Telephone Plant, where the extent to which the expectations of the worker, which were expressed upon coming to work, are realized is taken into account daily and systematically, and what the worker actively does not want is also established, merits attention. At Altay plants systems of the regulation of the adaptation of a worker to the enterprise for the present are not prevalent. Moreover, when hiring novices the personnel services often incorrectly direct their attention to the fact that their most important expectations will be realized. The proportion of novices among those who have obtained their discharge is so high in part for this reason. Our calculations show: the organization of an adaptation service following the example of the Perm' telephone Plant would make it possible to decrease the overall indicators of the turnover for the enterprise by approximately 20 percent.

The rationalization of the intraplant movement of the regular labor force can have a great influence on the decrease of the turnover. Approximately one-fourth of all the workers of industry in the country annually transfer within enterprises. Of all the forms of this movement the intraplant turnover, that is, the intershop voluntary transfers, which are due to the lack of conformity of the working conditions to the requirements of the workers, is of particular interest.

According to our data, about 20 percent of those wishing to change their place of work in industry of the Altay would like to do this without leaving the enterprise. A third of those wishing to change jobs so far have not decided where they would like to transfer; consequently, a portion of them would also prefer to change their workplace without changing the enterprise. It has been noticed that an inverse relationship exists between the level of the intershop turnover and the number of dismissals. The larger an enterprise is, the more opportunities it has to turn the flows of the turnover in the direction of interplant transfers and thereby to retain personnel. But in reality, judging from the responses of the workers to the questions of the questionnaires, at many enterprises intershop transfers are usually checked. This has also given rise to a completely abnormal phenomenon: in order to be transferred to a shop which the worker chose for himself, he should first obtain his dismissal from the plant, and then go to work anew where he wants to be.

At the Altayskiy Tractor Plant, for example, of the total number of those coming to work at the plant such returns in 1967 came to 13 percent, in 1975--9.4 percent and in 1978--10 percent. The workers explained the reason for the dismissals as follows: "They did not give me a transfer to another shop." In Barnaul such



turnover amounted to 19 percent of the total number workers who transferred during the period of the study between enterprises. This portion of the turnover is a direct loss of potential time and should be decreased in every possible way. Unfortunately, the question has been on the agenda for more than 10 years now.

The attitude of people toward work at a given enterprise depends on the possibilities of realizing their immediate and long-range goals. Therefore it is necessary for everyone to be able to have a real idea of how his skills will increase, how and when his living conditions will improve and so forth. Information, which considerably exceeds the data of the personal record card and, which is especially important, promptly takes into account all the changes in the status of a worker, is necessary for the performance of such personnel work. The Personnel Automated Control System is making it possible to obtain, store and process such information. This matter is relatively new, many difficulties exist in the introduction of the automated control system. However, during the 11th Five-Year Plan industry of the kray should develop this work extensively.

The counterflows from one sector to another account for nearly two-thirds of the transfers within Barnaul. The intersectorial movement is explained by the excessive differentiation in the working and everyday conditions at similar workplaces in different sectors. The mobilization of the intraworks means of decreasing the turnover provides a large saving of potential working time. Moreover, the decrease of the losses of working time, which are connected with the poor organization of job placement and the information of the population, should be achieved.

#### The Redistribution and Training of Personnel

Positive experience in organizing the redistribution of personnel has been gained in Ufa, Kaluga and Tiraspol'. However, its dissemination has been delayed, and at present very few people are turning to the services of the bureaus for job placement and the information of the population. Thus, only 6.4 percent of the workers who went to work during the period of the study at industrial enterprises of the kray were assigned by these bureaus. According to other data, the number of workers, who receive a job through the bureaus, comes to about 15 percent, which, of course, is very few and attests to the inefficient work of the system of the organization of redistribution. As a result, the breaks in work for the workers changing enterprises in Altayskiy Kray on the average come to 34 days, in Barnaul--up to 40 days. In Novosibirsk this break was 5 to 8 days less. Consequently, the problem of improving the redistribution of manpower is of even greater urgency for the cities of Altayskiy Kray than for other cities of Western Siberia.

The change of the place of work is accompanied by a change of occupation. This occurs because organized, planned forms of the redistribution of personnel are still not widespread enough. In Altayskiy Kray, according to our data, 55 percent of all those going to work change occupation when transferring to another job, and 41 percent receive a less skilled job, 35 percent do not change skills and only 24 percent when changing occupation increase their skills. According to our calculations, in 1 year in Siberia and the Far East about 50 million rubles are spent on the retraining of workers in connection with the change of occupations.

The training of skilled personnel is an important problem, especially for the Altay. For the present in the kray 50-70 percent of the need for personnel is being

met by the hiring of workers without their further training. This means that a given enterprise is oriented toward prepared manpower which is coming from other organizations. The proportion of training in the system of vocational and technical education clearly does not conform to the need. Only one-fourth of the workers of industry have graduated from a city vocational and technical school. The graduated from the schools are meeting annually only 7 percent of the additional need for workers. Moreover, not all enterprises have base city vocational and technical schools. Even where they do exist, from 6 to 13 percent of the need for personnel is being met by their graduating class.

The number of workplaces for a wide range of occupations, which remained vacant during all of 1978, was determined by expert means. Among such occupations are fitter-repairmen, welders, machine operators, fitter-assemblers and crane operators.

The realization of the advantages of the training of a regular labor force through the system of vocational and technical education requires, along with the improvement of this system itself, efforts on the part of enterprises. Among the industrial workers surveyed by us the gap between the total length of service and the length of service in the present occupation on the average comes to 10 years. This indicator testifies to the lengthy time of the search for the main occupation and is at the same time an appraisal of the low effectiveness of the work of the system of vocational guidance.

Urban vocational centers are needed, and not just in Barnaul, where it has been in operation for 5 years, but also at enterprises of industry, construction and other sectors of the national economy. Here it is also expedient to include general educational schools in the sphere of influence of the vocational guidance centers.

Vocational centers are a mandatory link during the shift of young people from school to working occupations. In our opinion, they will be especially important in Biysk, Rubtsovsk, Zarinsk and Slavgorod. Consultation sectors for industrial enterprises, which are located in other cities of the kray, will also be useful. The effective work on vocational guidance and occupational selection was conducive at the Riga Kommutator Plant to a decrease to the turnover due to dissatisfaction with the occupation to 2.5-3 percent, which is one-fourth as high as at Altay enterprises.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1982

#### Rubtsovsk Experience

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian No 3, Mar 82 pp 131-136

[Article by Chairman of the Rubtsovsk City Soviet Executive Committee S. S. Belan: "Personnel Management on the Scale of a City"]

[Text] The solution of the problem of the stabilization of personnel on the scale of a city yields a great impact. More than 10 years of experience in such work has been gained in Rubtsovsk.

Rubtsovsk is a large industrial center in the Altay, of which agricultural machine building is the leading sector. The city underwent mighty development during the Great Patriotic War and the first postwar years. This could not be accompanied by adequate construction of housing and municipal, cultural and personal facilities. The historically established disproportion between the development of industry and the social infrastructure became one of the main causes of the high turnover of personnel at industrial enterprises. During the years of the Eighth Five-Year Plan its coefficient at various enterprises ranged from 25 to 38 percent. In addition the growth of manpower resources declined, migration from the city increased.

A quite difficult situation formed with the fulfillment of state plans, especially on the deliveries to agriculture of tractors, agricultural machinery and spare part for them. A scientific analysis of the motive forces and reasons of the turnover of personnel and the migration of the population was needed. In 1966 the city committee of the CPSU made an appeal to the Institute of Economics and the Organization of Industrial Production of the Siberian Department of the USSR Academy of Sciences to conduct sociological studies of the problem of the turnover at the large enterprises of the city and to provide recommendations and suggestions on its reduction.

In 1967-1970 such studies were conducted by the institute and the Laboratory of Mathematical Economics Research of the Novosibirsk State University with the assistance of the local authorities of Rubtsovsk. First at the largest enterprise--the Altayskiy Tractor Plant, and then at all the remaining plants and at Construction Trust No 46. The task of determining and evaluating the sources of the formation of manpower resources, the reasons and factors of the real turnover, the rate, directions and factors of the potential turnover, the reasons and directions of the migration of the population from the city was set and accomplished. The rate, directions and factors of the intraplant movement of personnel at large industrial enterprises were also studied.

In November 1968, after the completion of the first stage of the research work and the obtaining of suggestions on the reduction of the excessively high turnover, a scientific production conference was held. Its recommendations were the basis for the activity of the city party committee, the executive committee of the city soviet, party organizations and economic managers on the attachment of personnel and the creation of stable production collectives. The conditions were created for the organization of social planning at the level of the industrial enterprises of the city.

For the mastering of the method of sociological research and the use of its results in the practical activity on the creation of stable collectives the city committee of the CPSU in 1969 organized a permanent seminar for party, soviet, trade union and economic executives. At the enterprises the training of the chiefs of shops and divisions, the secretaries of the party organizations and the chairmen of the local committees of the trade unions was organized, schools of foremen were set up, the special memorandum "What the Foreman Must Know About the Turnover of Personnel" was published for them.

In March 1970 in accordance with the materials of the sociological studies and the recommendations of the scientific production conference the city party committee held the plenum "On the Tasks of Party Organizations on the Creation of a Permanent

Regular Labor Force at the Enterprises of the City." At the plenum the results of the work done in 3 years were summarized and a comprehensive long-range program of the activity of the city party organization was elaborated. In striving to correct more rapidly the state of affairs with the turnover, the plenum focused the attention of the party organizations and economic managers of industrial enterprises on the drafting of plans of the social development of the collectives for the Ninth Five-Year Plan.

The young collective of the machine building plant (Rubtsovsk Machine Building Plant) and the Altayskiy Plant of Tractor Electrical Equipment was the initiator of the drafting of the plan of social development. It is noteworthy that the studies of 1967-1968, the wishes and remarks of the workers and the recommendations of scientists were taken into account in the plan of these collectives for 1969-1970, and then for the Ninth and 10th Five-Year Plans. The set of measures provided for the maximum satisfaction of the demands of the workers, which concerned the organization and conditions of labor, daily life, occupational advancement and relaxation. Great importance was attached to the coordination of the decisions and actions of all the structural subdivisions.

Renovation and retooling and the solution of social problems enabled the collective of the machine building plant to successfully fulfill the outlined plans. The working conditions here are among the best, great importance is being attached to the production life and relaxation of the workers. The plant has a recreation zone for 350, at which 700 workers and members of their families annually spend their vacation.

The Rubtsovsk Machine Building Plant participated on a matching basis with other enterprises of the sector in the construction of a sanatorium on the coast of the Black Sea. A Pioneer camp and a dacha were built for the summer vacation of children. Much attention is being devoted here to the development of public dining and medical service. The plant has rather good collectives of amateur artistic work, a new House of Sports has been built. Housing is being built annually, although this problem is still rather acute. The Rubtsovsk Machine Building Plant was the first in Rubtsovsk to set up its own subsidiary farm. As a result it has been possible to achieve a great stability of personnel: since 1969 the turnover of personnel at the plant has not exceeded 10 percent.

The Altayskiy Plant of Tractor Electrical Equipment has shown a good example. Here the implementation of the plan of social development with the active participation of the management and the party committee began in 1968. The collective envisaged the rapid development of production: the assimilation of new products which conform to world standards, the extensive dissemination of leading initiatives (the personal and brigade plans of the increase of the efficiency and quality of labor), the introduction of the Sigma Automated Control System, which was developed jointly with scientists of the Siberian Department of the USSR Academy of Sciences.

Social problems were successfully solved. Sufficient seats in the dining rooms, well-equipped dressing rooms and shower rooms appeared in the production shops. During the years of the Ninth Five-Year Plan alone more than 15,000 m<sup>2</sup> of housing, a polyclinic, a hospital, vacation centers and children's dachas were turned over. The plant is literally wallowing in the greenery of trees and flower gardens. During



the Ninth Five-Year Plan labor productivity at the Altayskiy Plant of Tractor Electrical Equipment increased 1.8-fold, the number of violations of labor discipline decreased sharply, the turnover of personnel decreased by 12 percent. The assignments of the 10th Five-Year Plan were successfully fulfilled.

The implementation of the suggestions elaborated on the basis of the studies of 1967-1970 made it possible to achieve definite success for the city as a whole: the coefficient of the turnover of personnel in city industry decreased from 28 percent (1966) to 17 percent (1980). The migratory outflow of the population was reduced substantially, labor discipline at the works improved.

At the second stage the socioeconomic studies were launched on the scale of the city as a whole and included the evaluation of all the most important aspects of the social and economic vital activity of the population. A year-long study of the migration of the population was conducted, the demographic situation in the city was studied, an analysis of the natural and migratory movement was made, a sociological study of the state of working conditions in social production with a survey of about 5,000 workers was conducted. The laws of the distribution of manpower among the spheres of employment were studied, information on the standard of living of the population was gathered.

The evaluation of the infrastructure of Rubtsovsk as compared with 49 large cities of the RSFSR played an important role. A forecast of the socioeconomic development of the city up to 1990 was given on the basis of the analysis of the state of the social infrastructure and the influence of its individual components on the nature of social processes.

The drafting of the plan of the social and economic development of the city for the 10th Five-Year Plan was the final stage of the studies. The experiment, one may think, was a success. The industry of Rubtsovsk developed more rapidly than for the kray as a whole, the production volume during the Ninth Five-Year Plan increased by 50 and 40 percent, during the 10th Five-Year Plan--24.6 and 18.8 percent respectively. Nearly 90 percent of the increase was obtained due to the increase of labor productivity. The assignments on the placement of fixed production capital into operation were exceeded. The wages of workers and employees increased, thousands of families received new apartments. The provision of the available housing with amenities, trade, public dining, personal service and public health were improved. During the 10th Five-Year Plan the volume of the commodity turnover increased by 41 percent, the sale of personal services--44 percent, the number of hospital beds--20 percent, the number of medical personnel--nearly 1.5-fold. All these indicators are higher than the average indicators for the Altay.

The first steps on the closer combination of sectorial and territorial planning must be noted. Thus, with the participation of union ministries during the Ninth and 10th Five-Year Plans transportation service was improved with the start-up of trolleybus traffic. The first section of the water supply facilities and the sewage system structures, a hospital of the Altayskiy Plant of Tractor Electrical Equipment and other projects were built.

Unfortunately, the measures on the development of the material base of trade, personal service enterprises, institutions of culture and municipal services remained unfulfilled, the rate of the construction of housing and children's preschool

institutions decreased. The fact is especially unpleasant as the plan has been drawn up with allowance made for the suggestions of the workers, the mandates of the voters, standing commissions, as well as in accordance with the recommendation of scientists of the Siberian Department of the USSR Academy of Sciences.

A miscalculation was made in the plan of the economic and social development of the city: with the sharp increase of the amounts of the program of contract work specific, sound measures, which were back by capital investments, on the development of the construction base and enterprises of the construction industry were not envisaged. In this lies the fault of not only the city, but also union ministries, especially the USSR Ministry of Construction and the Ministry of Tractor and Agricultural Machine Building, which with an increase of the capital investments for the Altaysel'mash Plant alone from 2.5 million rubles during the Ninth Five-Year Plan to 17 million rubles during the 10th Five-Year Plan did not envisage assets for the development of the construction trust, although the city committee of the CPSU and the executive committee of the city soviet of people's deputies urgently requested this. At the end of the five-year plan the ministry was convinced of the need to engage in this matter, in practice solved the question, but time was lost.

Some failures with the fulfillment of the plan of the economic and social development of the city are explained by the relaxation of attention to the questions of social planning and by the loss of initiative on the part of individual managers of enterprises and city services. With the support of the kray party committee these shortcomings are being overcome.

Valuable experience, which cautions us against complacency, has been gained in the city in past years. At first the pace of the solution of the problems was satisfactory, but then the attention to them was relaxed, which did not take long to affect the state of affairs.

An answer to the question of how the city is to be developed up to 1990, so as to create, with allowance made for the prospects of industrial growth, the conditions for the meeting of the material and spiritual needs of the workers, was obtained with the assistance of the Institute of Economics and the Organization of Industrial Production of the Siberian Department of the USSR Academy of Sciences. It is important to enlist ministries and departments in this and to induce them to cooperate more extensively with local organs. It is expedient to make Rubtsovsk a base city, a testing ground for the elaboration and implementation of the recommendations of scientists of the Siberian Department of the USSR Academy of Sciences.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1982

7807

CSO: 1828/81

## LABOR

### SOCIOECONOMIC PROBLEMS IN AGRICULTURAL MANPOWER SECTOR

#### Stabilizing Altayskiy Kray's Population

Moscow SOTSIALISTICHESKIY TRUD in Russian No 5, May 82 pp 6-11

[Article by N. Aksenov, 1st secretary, Altayskiy Kray CPSU Committee: "Daily Attention Toward Rural Personnel"]

[Text] Consistent implementation of the course of the Communist Party of the Soviet Union directed at continually raising the material and cultural standard of living of the people requires constant effort and attention toward the tasks associated with intensifying production and raising the effectiveness and quality of work in all elements of the economy and in all sectors of the national economy. Altayskiy Kray, which has now become a major industrial and agricultural region of West Siberia, is laboring in a single formation with the rest of the country. Machine building, chemistry, petrochemistry and production of cultural, personal and domestic goods are developing at a high rate. Production of agricultural machinery is growing. All laborers of our kray have a deep understanding of their role in the food program, inasmuch as Altayskiy Kray is the largest producer and supplier of important foodstuffs to many regions of the country.

The ties between industrial and agricultural production and between the city and the countryside are close, inseparable and multifaceted ties. Solving the problems of raising the effectiveness of production and work quality, we must strengthen cooperation and contacts between all sectors of the national economy. Failure of any binding link would inevitably worsen the overall production results, disturb the proportions and the balance, and threaten an increase in outlays. This is why it is especially important to emphasize that planned conversion of agricultural production operations to an industrial basis, which is proceeding in accordance with the CPSU's agrarian policy, is not only a technical but also a socioeconomic task.

The CPSU Central Committee, its Politburo and personally Comrade L. I. Brezhnev are displaying constant concern for developing agriculture, for improving the leadership of all of its sectors and for the people who live and work in the countryside. The period since the March (1965) Plenum of the CPSU Central Committee demonstrated the correctness of the chosen course, which has led to major changes in the production, social and spiritual areas. Agriculture developed at an increasing pace in the kray. A total of 6.2 billion rubles



were invested into it in the last three five-year plans. Agricultural fixed capital increased by almost three times, the capital-labor ratio increased from 3,000 to 9,500 rubles per worker, and the power-worker ratio climbed from 16 to 38 horsepower. A major complex of water management construction and land reclamation is being implemented.

The capital- and power-labor ratios have risen and the social division of labor on the basis of production specialization and introduction of industrial technology has deepened, bringing the nature of the work done by agricultural laborers much closer to that of industrial labor. More and more powerful complex machines are appearing in the countryside. Almost 50,000 tractors including about 7,000 "Kirovets" tractors, 25,000 grain harvesters and more than 10,000 beet, potato and feed harvesting combines and complexes are now operating on the fields of the kolkhozes and sovkhoses. This is helping the rural laborers and the collectives of the scientific institutions to consistently raise the excellence of farming, make sensible use of the land and introduce the achievements of science and the best practices.

The first year of the 11th Five-Year Plan turned out to be extremely unfavorable to agriculture. Severe drought affected practically all of the kray's rayons. But despite this, the kolkhozes and sovkhoses managed to increase the procurement of meat by 16 percent, of milk by 4 percent and of eggs and wool by 3 and 15 percent respectively in comparison with 1980.

Altayskiy Kray is called upon to play a noticeable role in implementing the food program developed by the party Central Committee on the initiative and under the guidance of Comrade L. I. Brezhnev. In comparison with the last five-year plan, we must increase mean annual procurement of grain by 64 percent, of meat by 18 percent and of milk, eggs and wool by 9 percent in the current five-year plan. More than 40 types of agricultural products are now being produced on the fields and at the farms of the kray. Altayskiy Kray is responsible for about half of the total grain production of West Siberia, a third of the milk and meat and over 50 percent of the wool. It occupies a noticeable place in the country in terms of animal oil and cheese production.

A system of measures aimed at preserving soil fertility centering on a program to control soil dessication and erosion is being implemented in the kray's kolkhozes and sovkhoses. The collectives of the imeni Shumakov and "Voskhod" kolkhozes of Zmeinogorskiy Rayon, of the "Zarya Altaya" and "Put' k Kommunizmu" kolkhozes of Zav'yalovski Rayon, imeni Kirov of Slavgorodskiy Rayon, imeni Lenin and "Progress" of Petropavlovskiy Rayon, of the sovkhoses "Kulundinskiy" of Kulundinskiy Rayon, "Rassvet" and "53-y Oktyabr'" of Romanovskiy Rayon, of the Experimental Farm imeni Dokuchayev of the Altaysk Scientific Research Institute of Farming and Agricultural Crop Selection, of the Biysk and Kulunda agricultural experimental stations and of the strain testing plots have become true coauthors with scientists of Altayskiy Kray in developing agriculture's soil and water conservation system.

The statement made at the 26th CPSU Congress that we must ensure close integration of science and production also pertains wholly and completely to the agrarian sector of the economy. Guiding themselves by this premise, the kray's

scientists and specialists have developed a farming system accounting for the experience of the best farms and for the recommendations of agricultural science, and applicable to the unique features of all of the soil-climate zones. Introduction of these scientifically grounded zonal farming systems, as approved by the RSFSR Ministry of Agriculture, would be a dependable guarantee of growth in the yields of agricultural crops and fulfillment of plans and socialist pledges.

Positive changes are occurring in animal husbandry. The numbers of all kinds of animals has risen, and their productivity has increased. Animal husbandry is responsible for half of total agricultural production. The level of its mechanization has risen. While 10 years ago there were just a few fully mechanized farms in the kray, now about half of the cattle and pigs and two-thirds of the birds are maintained at such farms and complexes.

The course toward development of large specialized industrial complexes and toward interfarm cooperation fully justifies itself. As was noted at the 26th CPSU Congress, sizeable financial and material resources will continue to be allocated to the countryside for these purposes. But now the center of gravity--this is a distinguishing feature of the agrarian policy of the 1980s--is being shifted from capital investments to returns, to growth in agricultural productivity. And in order that we might utilize land, machines, fertilizer and feed better and increase the yields of the fields and the productivity of the farms, we need well trained personnel--that is, knowledgeable, qualified people who love their work; we need stable labor collectives. This means that development of agriculture's production base must proceed hand in hand with social transformation of the countryside, so that the nature of labor would correspond to the present life and countenance of our towns. We cannot postpone solving the problems of improving the cultural and personal living conditions of the people, since they have a direct influence on the manpower status. This was discussed in the Accountability Report of the CPSU Central Committee to the 26th CPSU Congress. Evidence of this can also be found in the experience of our Altayskiy Kray.

Among the Siberian regions, Altayskiy Kray experienced the highest emigration, especially rural, in the Eighth and Ninth five-year plans. Migration has now started to exceed the permissible limits, reaching ahead of the rate of industrialization of agricultural production. There is now the threat that a personnel shortage could reduce the rate of economic development and lead to underutilization of equipment. An analysis showed that if we are to create stable highly qualified labor collectives in each kolkhoz and sovkhoz, we would first of all have to improve the social and cultural-personal living conditions, and namely we would have to hasten construction of housing, schools, children's preschool institutions, hospitals and clubs, and erect roads, and we will have to improve trade, medical and municipal services.

In our efforts to get this work going we relied on the practical experience of the party organization and collective of "Krasnyy Oktyabr'" Sovkhoz, Rebrikhinskiy Rayon in housing construction, in creating cultural and personal conditions for the personnel and stabilizing them in the countryside. Local plans accounting for local conditions and possibilities were approved for every kolkhoz and sovkhoz in the kray. Each farm was given the task of building not

less than 25-30 residential buildings each year. Developing the practical measures, we considered mainly the internal reserves of the rayons and farms. We organized production of bricks and delivery of local construction materials. We began creating permanent construction brigades more extensively, and including young people and future residents within them, so that they could have a personal part in the erection of the houses and in installing public utilities in the towns. The scale of residential construction was also increased owing to the personal savings of the rural residents. We are assisting them in obtaining construction materials.

But it should be emphasized in this case that planning is becoming an increasingly more important part of rural build-up. Construction is now being conducted in integral fashion, according to master plans, so that buildings would not have to be remodeled or taken down a few years later. Modern social and cultural facilities are being erected together with the residential buildings. One now often sees modern shopping centers, well outfitted dining halls and cafeterias, and personal service facilities in the towns. Much has been done in this direction in Slavgorod, Mamontov, Pavlovsk, Mikhaylovka, Smolensk, Ust'-Kalmanka and other rayon centers. Public services and amenities may be said to be exemplary in towns and villages such as Podsosnovo, Baranovka, Sannikovo, Sokolovo, Pervomayskoye, Mirnoye, Urozhaynoye, Degtyarnoye and others. Municipal and personal conditions have improved as well. Two-thirds of the farmsteads are now supplied with gas. The quantity of housing equipped with central heating, water and sewage systems has increased significantly.

About 285 million rubles were invested into road building in the last five-year plan. Twelve rayon centers are connected to Barnaul by good roads, and the rayon centers and rail stations enjoy dependable communication with 65 central kolkhoz and sovkhoz farmsteads. Construction of internal farm roads has enjoyed development.

On the whole during the five-year plan, almost 3 million m<sup>2</sup> of housing, schools with a total capacity of 32,000 students, children's nurseries with a capacity of 12,000 children, hospitals with a capacity of 1,200 beds and clubs and palaces of culture capable of servicing 18,000 persons were introduced in the countryside.

Much was done to provide public services and amenities to the population centers, the volume of personal services provided to the rural public was increased significantly, and the retail trade turnover was expanded. It increased by 22 percent in the 10th Five-Year Plan. In 1981 the rural public purchased 8,500 passenger cars, about 11,000 motorcycles and motor scooters, 32,000 television sets and 31,000 refrigerators. Now every other family has a motorcycle or a car. The availability of cultural and personal goods and household appliances to rural residents has risen especially noticeably. Changes have also occurred in cultural and personal services provided to rural residents. There are now 1,800 clubs operating in the kray, offering broad possibilities for satisfying the diverse cultural demands of the public. Rural party organizations now have new types of cultural and educational institutions: auto clubs and bookmobiles for mass political and cultural educational work in remote population centers. The libraries now have more books, and medical services to rural residents are improving.

When we attempt to evaluate the preliminary results of all of the measures listed above, we would first of all note that emigration has practically ceased in most sovkhozes and kolkhozes. The rural population is now starting to grow, the number of persons employed at kolkhozes and sovkhozes has increased, and people are beginning to establish roots. Certain positive changes are obvious. Nevertheless the problem of the rural public's migration has not been fully resolved. It could be resolved as part of the overall problem of making effective use of the kray's labor resources and forming an optimum structure of qualified personnel in all of its economic sectors and in the individual regions, with a consideration for the diversity of the natural and socioeconomic conditions.

The laborers of Altayskiy Kray are deeply grateful for the concern for improving the social and personal conditions of the kray's rural population. There are plans for building and placing 2.5 million m<sup>2</sup> of housing space into use in 1981-1985. The capacity of schools of general education will increase by 11,000 places, that of children's nurseries and day schools will increase by 21,000 places, and other social, cultural and personal facilities will be erected. Two hundred receiving stations of the "Ekran" satellite system will be set up in rural regions during the five-year plan, bringing television to 96 percent of the kray's population.

The problem of roads is extremely acute in the kray's rural areas. Hundreds of kilometers of motor highways are to be laid, and 63 central kolkhoz and sovkhoz farmsteads are to be joined to cities and rayon centers by dependable roads during the five-year plan.

We believe that these measures are having and will continue to have the most favorable influence on keeping agricultural specialists and machine operators at the kolkhozes and sovkhozes, and they will actively promote swift growth of agricultural production. The complex of problems associated with the most sensible use of labor potential are constantly at the center of attention of the party, soviet and business organs.

Stabilization and formation of labor collectives is being promoted in many ways by the multifaceted work of city and rayon party committees and of primary party organizations with agricultural executives and specialists, middle-grade personnel and laborers in the commonly encountered occupations. The party organizations are consistently and purposefully tackling the problems of personnel selection and placement and of training and indoctrination; many young, promising specialists who have proven themselves in practical work and who are capable of organizing labor collectives to do their work are being promoted to executive positions; preparation of the reserve for promotion has improved. Problems associated with improving the forms and methods of work with personnel, providing qualified, experienced specialists to all work areas and increasing their role as organizers and indoctrinators of the labor collectives are regularly examined at plenums and meetings of the party committee bureaus and at scientific-practical conferences.



There are now more than 30,000 agricultural specialists working in the kray, more than 26,000 of them being employed by the kolkhozes and sovkhoses. On the average there are 50 specialists for every sovkhos and 35 for every kolkhoz. Ninety-five percent of the total number of sovkhos directors and 90 percent of the kolkhoz chairmen have a higher education. Within the next few years practically all of the main specialists and executives of the kray's farms will complete a higher education in accordance with the long-range plan of social development.

Special attention is being devoted to middle-grade executives, since the success of the large collectives depends on the division directors, brigade leaders and farm chairmen in the conditions afforded by the growing scale of production and its specialization. Consequently there is a need for deeper occupational training and for mastery of management skills. This is why organizing the training of such personnel is such an important problem. The number of persons with a secondary special education and the number of correspondence students have exceeded 85 percent in the middle grade of the work force. A firm policy of having every farm provide training to local rural youth is now being implemented. Today 96 percent of the students at agricultural educational institutions are children of sovkhos and kolkhoz workers. There is an average of 10 VUZ and tekhnikum scholarship students and 12 correspondence students per farm.

Constant attention is being devoted to personnel in the most commonly encountered occupations and to machine operators as well. The effort to keep the young people on the farms begins here with the organization of their training, with the quality of this training, with nurturing a love for one's profession, and with a concern for upgrading qualifications and promoting the professional growth of young men and women. The appeal of the rural laborers "Get to know your equipment, rural residents" has achieved broad dissemination in the towns of Altayskiy Kray. Each year tens of thousands of people earn their machine operator specialties in rural vocational-technical schools, at general machine operator courses and in the farms and training combines. In the last five-year plan about 100,000 machine operators were trained, to include about 5,000 women. Tens of thousands of machine operators and stock breeders undergo retraining at advanced training courses given at the farms and in training combines.

Concern for training the personnel and promoting their growth is an important prerequisite of stabilizing the labor collectives. But if we are to stabilize personnel in the countryside, ensure that they work productively at the maximum limit of their strengths and capabilities, and if we are to instill a sense of confidence in their future and in the future of their children, it would be no less important to constantly improve the social and cultural living conditions of kolkhoz and sovkhos laborers. The achievements we see before us now are only the start of a planned revision of the entire social and personal infrastructure of rural Altayskiy Kray. Although housing construction was intensive in the last few years, the availability of housing to the public remains behind the republic's average indicators. Many houses are still being built without communal conveniences, and most towns do not possess sewage systems and shared boiler rooms. The lack and poor quality of roads makes it difficult in a number of rayons to provide modern medical care to the public, to supply the

basic necessities and to satisfy cultural needs. The outflow of the population from rural Altayskiy Kray occurred mainly from what has been referred to as towns without a future in the last few years. We must admit that mistakes had been made in their time. They are hard to correct, since this would require reexamination of the capital investment plans. A recommendation has been made to direct the assets of the kolkhozes and sovkhozes allocated for capital construction into those villages which will have a long future. The rayons and farms were advised not to be too hasty in liquidating small animal farms. If we are to enlarge the towns and satisfy the needs of small settlements, we would have to make additional capital investments, strengthen the material-technical base of the construction organizations and display constant attention.

All of this can be done through persistent organizational efforts and through the broad participation of the public. A kray socialist competition on providing public services and amenities to population centers and on promoting their construction is developing, and fulfillment of the plans for construction of social and cultural facilities has been included as one of the principal indicators for determining the winners of the competition. Many towns regularly hold clean-up and beautification days, and days to plant flowers and other ornamental plants. Problems associated with transforming rural life are broadly discussed and debated on open-letter days. In 1980 the bureau of the kray party committee announced its support to an initiative for integrated town build-up suggested by the "Druzhba" Sovkhoz of Aleyskiy Rayon. And now 164 of the 412 apartments are connected to the water supply system, 101 apartments are connected to the sewage system and 278 apartments are now supplied with gas. In the next few years the sovkhoz plans to build another 100 apartments--fully outfitted ones at that.

The number of such towns is growing. I would like to emphasize that change in the social countenance of the kray and its cities and towns is proceeding continually, and it requires attentive analysis, generalization of practical experience and dissemination of the best experience so that some order could be achieved in the economic and social development of the rural areas. Further improvement of the economic and social conditions in which the kolkhoz and sovkhoz laborers live and work is an important, mandatory component of effectiveness, since the success of all plans, of all programs depends on the individual's attitude toward work and on the conscientious work of rural laborers and the party, soviet and business organs.

COPYRIGHT: Izdatel'stvo "Transport," "Sotsialisticheskiy trud", 1982

#### Belorussian Farm Labor

MOSCOW SOTSIALISTICHESKIY TRUD in Russian No 5, May 82 pp 12-16

[Article by B. Dontsov, chief, Division of Labor Resources, Belorussian SSR State Committee for Labor, and S. Ryklinov, deputy chairman, Mogilevskaya Oblast Executive Committee: "The Socioeconomic Problems of Belorussian Rural Manpower"]

[Text] The standards of living and the living conditions of the urban and rural public of the Belorussian SSR are continuing to converge as a result of acceleration of scientific-technical progress, industrialization of agricultural production and improvement of cultural and personal services. Just during the

10th Five-Year Plan a total of more than 5 million m<sup>2</sup> of housing space were erected and hundreds of thousands of apartments and houses were gasified in rural areas. Electricity became available to all rural areas back in 1965. There are many farms in the republic that are successfully solving the problems of improving the welfare and culture of the rural public and its working and living conditions. And this is producing its positive results: In the last few years the rural collectives have been stabilized, personnel turnover has decreased, especially among the young, and the agricultural production quotas are being met.

There are still many problems in the republic's agriculture, upon the solution of which further growth of the people's welfare, including implementation of the food program, depends. These problems are elicited by a number of objective causes, and mainly by the sharp decrease in natural growth of the rural population, and by evolution of its age structure toward the older pole. The kolkhozes and sovkhozes are feeling the manpower shortage more and more.

Many farms are already faced by the problems of manpower availability, the distribution and redistribution of labor resources and effective use of the work force of agricultural production. Evidence of this can be found in the fact that incidental manpower must be recruited more and more frequently at ever-increasing proportions in order to complete various agricultural operations. Just in 1980 alone laborers and white collar workers of urban industrial enterprises and organizations worked almost 10 million man-days at the republic's sovkhozes, which is 3.3 times more than in 1979.

Naturally some of the loss of rural manpower is objective in nature, elicited by conversion of agricultural production to an industrial basis and by its extensive reequipping. In the last 10 years for example, the quantity of tractors possessed by the republic's kolkhozes and sovkhozes increased by almost 1.4 times, the power-labor ratio increased by 1.8 times, and the proportion of tractor and machine operators, combine operators and other specialists among agricultural workers increased. During this time labor productivity grew by 60 percent concurrently with a decrease in the proportion of the work force employed and the demand for it. But at the same time the shortage of labor resources in the countryside is growing, usually owing to an insufficient and non-uniform load carried by employed workers. It is no secret that the work day averages 5-6 hours per day at some of the republic's farms. Employment of farmers is especially low. Just in this area alone, the relative annual manpower reserve is over 118,000 persons in kolkhozes and 23,000 persons in sovkhozes. This is why it is very important to make better use of available manpower and reduce nonproductive outlays and losses of work time today.

At the same time we need to solve a number of urgent socioeconomic problems without delay. In particular we need to reduce the proportion of unappealing and hard physical labor. The young people are reluctant to do such work, and many farms are not in a position to promptly compensate for manpower lost through retirement. Because of personnel turnover the kolkhozes are suffering sizeable losses, and they are compelled to invite manpower for field work from the outside, including machine operators.



Now that agriculture is being converted to an industrial basis, the possibilities of altering the nature and occupational structure of rural labor resources are not always considered, though this would have a significant influence on the occupational orientation of a significant proportion of the rural public. Because of the inertia of the executives of some farms, we find that too much time is being taken to implement a number of socioeconomic measures that would make the rural laborer more mobile in response to change in the nature and conditions of work. We are referring mainly to increasing the prestige of the commonly encountered rural occupations and creating a state system of job orientation. A planned effort to train a qualified work force in the countryside is what must compensate in the necessary cases for the decrease in the size of the able-bodied population and promote fast and dynamic development of all sectors of agricultural production.

In our opinion the first problem we need to solve is that of machine operator employment. This pertains primarily to planning the demand for them, to creating a reserve of machine operators for the times of intense field work. As the equipment availability of the farms grows, the role and significance of such qualified personnel, representing the main productive force in the countryside, are growing. In the last 15 years the number of tractor and machine operators in the republic nearly doubled; of them, 67 percent are specialists 1st and 2d class, and 59 percent have been working 5 or more years. They are being trained by 65 rural vocational-technical schools, 121 training combines and a training station of the Belorussian SSR State Committee for Supply of Production Equipment for Agriculture and the school network of the kolkhozes and sovkhozes. Each year 23,000 tractor mechanics and 5,600 machine operators of other occupations graduate from these schools. This number of newly trained machine operators is quite enough to replace those leaving for natural and other reasons.

Nonetheless, the republic has been suffering a shortage of such personnel over the last few years. In 1981 a significant number of tractor mechanics left the kolkhozes and sovkhozes. Over 40 percent of them quit of their own choosing—mainly young people up to 30 years old (68 percent) who had worked less than 3 years (74 percent).

Each year the republic's farms send a significant number of young people to the rural vocational-technical school for training. Unfortunately when they graduate from such schools, many of them do not stay long at the farms, often leaving without apparent cause.

A shortage of qualified personnel can also be felt in animal husbandry. This occupation carries low prestige in the eyes of the young, which is why young men and women are reluctant to seek employment here. Thus only 5.7 percent of the workers in animal husbandry at the kolkhozes and sovkhozes of Volozhinskiy Rayon are less than 30 years old, and only 2.3 percent are less than 30 at the Kolkhoz imeni Gastello, while 35.4 percent of the milkmaids are 50 or more years old.

We think that in order to stabilize young qualified personnel in the countryside and reduce their turnover, we should improve the organization of the apprenticeship provided to students of vocational-technical schools, organizing it at the



farms where they will be working permanently. In our opinion the school graduates should be subjected to the same practice followed by VUZs and tekhnikums: Students should be distributed among the farms on an individual basis and required to work for 2 years, during which time they could not be dismissed without the consent of the local agricultural organs.

Workers involved predominantly in manual labor and with work horses make up the largest group in agricultural production. These are predominantly common laborers without occupational training. But they often participate in complex production processes as members of machine operator squads, where they acquire certain work skills in particular specialties. Consequently we believe it would be suitable to introduce the system of worker certification used in animal husbandry into farming. For example permanent workers could be awarded the occupations of flax grower or vegetable grower, and the most qualified of them could be awarded the title "master flax grower," "master vegetable grower" and so on. This would go a long way to promote an increase in the prestige of such labor in the countryside.

Job orientation of young people and graduates of secondary schools of general education and development of their love and respect for the labor of the grain farmer and the agricultural occupation is acquiring important significance to solving the problems of reproducing the force of qualified personnel in the countryside. We obviously need to establish a system in which acceptance to a rural vocational-technical school would be dependent directly on recommendations from the farms. Young men and women sent to school must be treated as members of the collectives sending them, and wherever possible they should be provided scholarships at the expense of these collectives.

The time has also come to significantly increase the number of girls admitted to rural vocational-technical schools. About 1,500 woman machine operators are now working in the republic--mainly with new wheeled low-power tractors, low-capacity trucks and grain and potato harvesting combines. Woman machine operators are released from heavy and laborious work such as repairing and servicing tractors, combines and other agricultural machinery. Much attention is being devoted to freeing women from jobs and occupations that are hard and harmful to their health. As a rule women are not asked to run tractors equipped with dusters and sprayers, or to irrigate plants and trees by hand. Eighteen million rubles were spent in the 10th Five-Year Plan to rebuild or overhaul feed shops, feed warehouses, cow barns, calf pens, pigsties, storehouses and other buildings in which about 40,000 women work.

But we can still find women doing manual labor in animal husbandry. Female workers of a number of farms are not provided with the sanitary and personal facilities they need. The agricultural production equipment run by women does not always satisfy the ergonomic requirements. For example the seat of the T-40A tractor is hard, its height cannot be adjusted, and during use the cab of the tractor does not stay closed. Personnel turnover can be observed wherever little attention is devoted to improving the working conditions. According to a survey of woman machine operators and milkmaids of the kolkhozes and sovkhoses of Mogilevskaya Oblast submitting their resignations, the main motive (36 percent) for moving to other farms or to the city was unsatisfactory maintenance and working conditions in agricultural production. If we are to

stabilize the rural female work force, we would need to introduce work and rest schedules of the sort used in industrial enterprises, and we would need to fundamentally improve the sanitary and hygienic conditions of the work stations.

Other factors are also having effects on the make-up of today's rural labor resources--mainly the socioeconomic differences between the city and the countryside, and the seasonal nature of employment. As a rule 25-28 percent fewer workers are employed by public farms in January than in July. Shortcomings in the utilization of manpower, especially in winter, are hindering the application of material stimuli and eliciting an emigration of the able-bodied population from the countryside to the city and beyond the republic.

Surmounting the seasonal nature of labor in agriculture cannot be viewed as just an economic problem alone. It also has great social significance today. The periodic dismissal of significant numbers of production workers has an unfavorable influence on the organization and schedule of labor, on sensible use of free time by rural laborers, on the organization of their leisure time and so on. In our opinion we could surmount seasonality (in the conditions afforded by Belorussia as well) by fundamentally reorganizing agricultural production according to the principles of heavy industry. It would only be in this way that we could create the conditions for eliminating seasonal labor. This would require development and continual reinforcement of socioeconomic ties with the city, and organization of rural shops and sections of industrial enterprises manufacturing various parts, intermediate products and other articles, as well as subsidiary enterprises and crafts at the kolkhozes. The experience of our country as well as of fraternal socialist countries in organizing such production operations attests to their high effectiveness and to the favorable possibilities for sensibly employing the rural public.

The quantity of specialized agricultural enterprises, organizations and associations is increasing in ever-larger proportions in the Belorussian SSR. They include the "Rassvet" interfarm enterprise of the Bykhov Heifer Raising Production Association, the "Kirovskoye" Interfarm Beef Production Association, the "Lenino" breeding farm of Goretskiy Rayon etc. Progressive from the standpoint of industrialization, this form of agricultural production will make it possible to produce more with fewer employees. The outlays of agricultural labor on production are 2.5-3 times lower and production costs are 1.5-2 times lower than at unspecialized farms.

Two-shift and two-cycle work schedules and operation-by-operation division of labor have enjoyed broad acceptance in the republic's animal husbandry. In 1980 the two-cycle daily schedule was used at 3,853 dairy farms (51.5 percent) and at 703 pig farms (51.4 percent) of the kolkhozes and sovkhoses of the Belorussian SSR Ministry of Agriculture. Many kolkhozes and sovkhoses introduced a shop system of labor organization in dairy farming. In 1980 280 squads were working in dairy farming and 262 were working in cattle fattening operations.

But the results of business management in the countryside could have been significantly higher, had other socioeconomic problems been solved, and mainly improving stimulation of the labor of rural workers. The wages of machine

operators need further improvement. They should be organized in such a way that all forms and types of extra pay could be coordinated (pay for fulfilling and surpassing the farming production plans, for the quality and timeliness of operations, for time on the job and for preservation of agricultural equipment), to include payment in kind with agricultural products. The labor and leisure of machine operators must be organized better, and the methods employed by the "Mir" Sovkhoz, Shaturskiy Rayon, Moscow Oblast, in which the machine operators regularly enjoy days off according to a sliding schedule, must be introduced into every farm.

The republic has developed concrete measures for improving construction of production, housing, cultural and personal facilities in the countryside. Good experience has been accumulated in experimental and demonstration construction. More than 50 Belorussian towns received awards from the Exhibition of the Achievements of the USSR National Economy in an all-union competitive review of the construction and improvement of rural settlements. They include Vertelishki of Grodnenskaya Oblast, Snov and Novopoleskiy of Minskaya Oblast, Myshkovichi of Mogilevskaya Oblast, Kopti of Vitebskaya Oblast and Malech of Brestskaya Oblast. These were deemed the best in the country.

The practical experience accumulated in the republic made it possible to begin mass reorganization of the countryside faster and on a larger scale. In certain rayons, however, individual construction is proceeding according to obsolete plans, or without any plans at all. The housing construction quotas were not completed by kolkhozes and sovkhozes in certain periods of the 10th Five-Year Plan. There were cases in which construction of social, cultural and personal facilities had to be stopped. In a number of population centers there are still not enough personal services facilities, integrated consumer services, clubs, palaces of culture, public health institutions and children's preschool institutions. The rural public receives 1.7 times fewer personal services than does the urban public, and the per-capita retail turnover of the state and cooperative trade system is still lower than in the cities.

Enlargement of rural population centers is playing an important role in transforming the countryside. As we know, medical and cultural services to the public are better organized in large settlements, the municipal services are better, and the living conditions are closer to those of the city. The "Tikhinichi" Sovkhoz, Rogachevskiy Rayon, Gomel'skaya Oblast has accumulated some interesting experience. Its population is concentrated at a central farmstead. More than 100 apartments outfitted with all of the conveniences have been built, and the sovkhoz's laborers and white collar workers are being moved there from six villages. An administrative building, a secondary school, a department store, a country store, a dining hall, baths, a medical center and a Palace of Culture and Life have been erected at the central farmstead, the roads have been paved, and a park has been planted.

The Order of Lenin Kolkhoz imeni A. M. Boronetskiy, Berestovitskiy Rayon used its own savings to build 110 apartments, a Palace of Culture, a shopping center, a hospital and polyclinic, a dining hall, a secondary school and a music school. A personal services combine and a mechanical laundry provide

services to the townspeople. The apartment houses and buildings are connected to water, central heating and gas mains. Twenty-four standard single-family dwellings were built at the farm in recent years and sold to kolkhos farmers at discount prices. As a result the problem of stabilizing personnel has basically been solved here.

The practice of planning the social development of collectives enjoyed broad acceptance in the republic in recent years. However, it has not achieved adequate application in rural areas. Despite the appropriate decisions made by directive organs, important measures such as compiling balances of labor resources and calculating the demand for qualified manpower in rural administrative regions (of which there are 117 in the republic) and of separate farms are having difficulty in getting started. It is entirely obvious that social planning and a planned manpower balance would make it possible to determine the immediate and future demand for qualified personnel, the scale of construction of housing, cultural and personal facilities and the future development of the public services. The need for developing standards on providing cultural and personal services to rural laborers arises in this connection as well.

In our opinion we should develop general principles of creating agroindustrial complexes. Presence of labor resources in general and of qualified manpower in particular must be considered more fully, as should the interests of both industrial and agricultural production on one hand and of each laborer on the other.

The appropriate administrative organs at higher levels and scientists could provide effective assistance in solving these and other problems of no lesser importance in the republic.

COPYRIGHT: Izdatel'stvo "Transport", "Sotsialisticheskiy trud", 1982

#### Farm Labor Training

Moscow SOTSIALISTICHESKIY TRUD in Russian No 5, May 82 pp 28-30

[Article by A. Guleychik, division chief, Main Personnel Administration, RSFSR Ministry of Agriculture: "Experience of Training Specialists for Irrigated Agriculture"]

[Text] The bulk of our country's agricultural land is concentrated in arid and semiarid zones, to include the Volga, the steppes of the Ukraine, the North Caucasus, Siberia, northern Kazakhstan and the Urals. Concurrently they are the principal suppliers of grain and many other kinds of agricultural products, and on being irrigated, they will become dependable resources with which to increase agricultural production. This is why extensive land improvement efforts have been started in the country. Just in the RSFSR alone, there are plans for placing 1,619,000 hectares of irrigated land and 1,830,000 of drained land into operation in 1981-1985. The enormous scope of the improvement operations requires solution of an important problem--providing qualified personnel--the demand for which is growing with every year.

Much has been done in this respect by agricultural organs. Just during the 10th Five-Year Plan more than 88,000 sprinkling and irrigating machine operators, pumping station operators and workers in other occupations were trained



for the republic's kolkhozes and sovkhozes. In comparison with the Ninth Five-Year Plan 1.8 times more persons of these specialties were trained. Nevertheless there are still not enough of them at a number of farms, even though more than 20,000 land improvement specialists are trained each year. There are plans for training not less than 120,000 such specialists in the 11th Five-Year Plan.

The rural vocational-technical schools can now satisfy only a seventh of the additional demand for land improvement specialists. This is why the kolkhozes and sovkhozes are forced to organize on-the-job training for them on their own. But the quality of training provided under such conditions leaves something to be desired, since the farms frequently do not have the required training production base, the appropriate training and visual aids or the experienced teachers.

Now that training combines have been created, a possibility has arisen for effectively solving the problems associated with training and retraining workers in the necessary occupations, for noticeably improving training quality, for managing and monitoring the organization of on-the-job training, for making more effective use of assets allocated for these purposes, for significantly increasing the number of students and for encouraging practically all kolkhozes and sovkhozes to take part in the personnel training program. The training combines have become the organizing centers of an extensive and meticulous program of supplying qualified workers to agriculture.

Positive experience in training land improvement specialists has been accumulated in Saratovskaya Oblast, and particularly by the Engel'sskiy Training Combine, located on the territory of "Engel'sskiy" Kolkhoz, Engel'sskiy Rayon and operating since December 1972. Since the time of its organization more than 21,000 sprinkling machine operators and workers of other occupations were trained for irrigated agriculture. During this period of time the number of persons being trained in these occupations increased by almost 10 times. The combine's training-production base is constantly expanding and growing stronger. It possesses a three-story building containing classrooms, a dormitory, study rooms and administrative offices. The combine has a bus, passenger cars and trucks at its disposal. A residential building has been erected for its employees. The classrooms are fully equipped with visual aids and technical training resources (a "Ukraina" film projector, "Krym-217" television set, LETI-60 instruments, and "Desna" and "Sonata-304" tape recorders).

Before each training year the pedagogical council meets to summarize the work of the previous year and to approve the plan for the new year. The plan includes measures for improving teaching methods, raising the effectiveness with which visual aids and technical training resources are used and improving training quality. Moreover the combine's combined plan-schedule is drawn up on coordination with the oblast agricultural administration and with a consideration for the demand for laborers of particular occupations experienced by the kolkhozes and sovkhozes in rayons serviced by the combine. This plan-schedule documents the number of persons admitted for training in particular occupations, and the time each class is to begin. The oblast agricultural administration submits this plan-schedule to the awareness of the rayons, and the rayons forward it to the farms. The combine administration makes sure that the requirements

of the plan-schedule are met throughout the entire training year. As students arrive, they are grouped into classes of 25-30 people. One of the instructors is appointed the class leader, and a class monitor is elected. The director or superintendent of education gives the first organizational lesson to each of these classes. The students are acquainted with the history of the combine, the training program, the daily schedule and the rules of behavior in classroom facilities and in the dormitory.

The lessons are conducted in well outfitted laboratories, in which sprinkling machine units are installed. There are working sprinkling machines at the combine's training grounds. The combine offers practical training in sections studying the "Fregat," "Volzhanka," "Dnepr" and "Kuban'" sprinklers and at the fields of nearby sovkhoses, with which the combine maintains close ties.

The combine possesses a good library and reading hall. Students could come here on their time off to read newspapers, journals and creative literature and to study. They are also offered a possibility for acquiring various texts and references on their future occupations for personal use.

The necessary training material base has been created here, the training process is undergoing constant improvement, and the lessons are being conducted by experienced instructors. Owing to this, academic success has been high: About 80 percent of the students finish their final examinations with grades of "good" and "excellent."

The students live in a well outfitted dormitory, in rooms of three or four persons each. The dormitory has a radio, a television set, and chess and checker sets, it is always clean and cozy, and there are many flowers.

Public political work is conducted with the students. Lectures, meetings with the best labor squad leaders of "Engel'sskiy" Sovkhoz and with celebrities of the rayon and oblast, tours to points of interest and trips to the circus and theaters of Saratov are organized for them. Each week they attend political briefings, discussions, review lectures and film reviews. A wall newspaper is published regularly. Other measures promoting indoctrination of the students and helping to develop their love for agricultural labor and for their selected occupations are conducted as well.

Because many kolkhoz farmers and sovkhos laborers are unable to stay away from home and work for long periods of time for family and other reasons, and so that all of the possibilities for expanding training, retraining and advanced training of personnel in the major occupations could be utilized, the training combine organizes branches--training centers--in rayons serviced by it. These centers offer the necessary training programs, the training and methodological literature and other visual aids. The combine provides methodological assistance to instructors working at these centers, and it organizes final examinations and graduation ceremonies.

A system of methodological guidance in organizing and conducting training has been developed by the combine for the directors of training centers located at the farms. Before the start of the training year the directors, instructors

and methodological specialists of these stations attend seminars. During the training year the combine's methodologists systematically visit every training station to render assistance to the instructors and to check on the training process.

In the 1980-1981 training year these stations trained 2,198 sovkhos and kolkhoz workers in land improvement, tractor and combine operation, animal husbandry and vegetable growing; compare this with its planned quota of 2,130 persons.

Organized in 1978, the training station at the "Vpered" Sovkhoz is the best in Rovenskiy Rayon. V. N. Pivnenko is in charge of it. He graduated from the Markovskiy Agricultural Tekhnikum in 1958 and then from the All-Union Agricultural Institute of Correspondence Training, and he worked for many years on a sovkhos as a tractor mechanical engineer. He has excellent knowledge of the equipment, and he enjoys the respect of machine operators.

A machine operator training council has been created in the sovkhos, and it is working successfully. It and the farm administration are constantly concerned for supplementing the ranks of the tractor and combine operators. Just in the last 2 years the training center prepared 35 tractor mechanics and 46 land improvement specialists, and 23 tractor mechanics upgraded their qualifications. There are now more specialists 1st and 2d class among the machine operators.

The Engel'sskiy Training Combine has achieved broad fame far beyond Saratovskaya Oblast. Sprinkler and irrigating machine operators trained here are real masters of their work. The agricultural organs of many oblasts, krays and autonomous republics of the Russian Federation, Kazakhstan, Uzbekistan, Azerbaijan and other union republics have asked the training combine's administration to accept their personnel for training. Just in 1980-1981 the combine trained about 250 "Fregat," "Dnepr" and "Volzhanka" sprinkler operators for them.

The combine also trains residents of the cities of Engel's and Saratov as machine operators. They are then sent to labor-poor kolkhozes and sovkhoses for spring planting and harvesting in accordance with a sponsorship program.

The combine conducts short-term seminars for farm executives and specialists and for irrigated farming squad leaders. In 1978 sovkhos directors and kolkhoz chairmen took advanced training courses; the lessons were conducted according to a program developed by the oblast agricultural administration. It included problems associated with organizing production, agrotechnology and the irrigation schedules for agricultural crops. Week-long courses were conducted from December 1980 to February 1981 for specialists in irrigated farming and for brigade and squad leaders. These lessons were attended by 1,282 persons.

Good results have been achieved from organizing the training combine. Take as an example "Engel'sskiy" Sovkhoz, which has been involved in irrigation since 1959. For a long time it used DDN-45, DDN-70 and DDA-100M sprinkling units. In 1975 they were replaced by "Fregat" machines, and in 1977 by "Dnepr" sprinklers. At first they were serviced by farm machine operators who had

not undergone any special training. In 1977-1978 the sovkhos sent 30 operators to the Engel'sskiy combine for training. This made it possible to utilize the equipment not only to irrigate cereal and feed crops but also vegetable fields. As a result the sovkhos completed its quota for vegetable sales to the state ahead of schedule in the 10th Five-Year Plan.

The combine provides occupational training to the senior classes of the local school. The senior students learn the fundamentals of land improvement and of outdoor and indoor vegetable growing, and when they receive their secondary education diploma they are also awarded the qualifications of sprinkler operator or vegetable grower. Just in 1981 more than 50 persons assimilated these occupations, and many of them have remained to work at the farm.

Creation of the training combine together with its broad network of training stations made it possible to dramatically improve the training afforded to land improvement specialists. The proportion of specialists 1st and 2d class among them is now greater than 65 percent. Because of the higher proficiency of the personnel and due to introduction of the achievements of science and the best experience, a number of the oblast's kolkhozes and sovkhoses are regularly obtaining stable and continually increasing harvests of cereal and feed crops and vegetables from their irrigated land. For example an average of 30.4 centners of grain, 59 centners of hay and 413 centners of perennial grass vegetation were harvested during the 10th Five-Year Plan in Dukhovnitskiy Rayon.

The brigade and squad forms of labor organization coupled with wage payment on the basis of the end results are enjoying increasingly greater acceptance in irrigated farming. Specific irrigated fields, sprinklers and agricultural equipment, including feed preparation equipment, are assigned to such subdivisions. Recently more than 50 such brigades and about 2,000 squads have come into being here. As an example A. Potapkin's squad at the "Zarya" Kolkhoz, Krasnopartizanskiy Rayon harvested 335 centners of alfalfa vegetation from every 100 hectares of irrigated land and fattened 400 young bulls, attaining an average daily weight gain of up to 930 gm. K. Bakhtiyarov's squad at "Krivovskiy" Sovkhos, Marksovskiy Rayon harvested 401 centners of alfalfa vegetation from every 100 hectares and surrendered 500 head of well fattened cattle to the state. The cropping structure on the improved land of these farms is thus satisfying not only the needs of grain farming but also the requirements of animal husbandry.

The experience of the agricultural organs of Saratovskaya Oblast in organizing the training of land improvement specialists, machine operators and other specialists in training combines was subjected to special examination by the governing board of the USSR Ministry of Agriculture, which gave its approval to the effort. A seminar for directors of similar combines in other oblasts, krais and autonomous republics of the Russian Federation, of which there are more than 250 today, was organized by the RSFSR Ministry of Agriculture at the Engel'sskiy Training Combine. The ministry intends to develop this network in the future, and to create special classrooms at the kolkhozes and sovkhoses for job training in the 11th Five-Year Plan. But the local agricultural organs require considerable assistance in outfitting the training combines and farm classrooms with training and visual aids and with technical training resources.



Textbooks and posters are often supplied to them rather late. As an example the farms are already receiving the wide-swath "Kuban'" sprinkling machine, but it is hard to say when the literature and posters needed to train the operators will arrive. The appropriate publishing houses need to reduce the time required to republish textbooks and posters intended for the training of tractor and combine operators, sprinkling machine operators, milking machine operators and workers in other major rural occupations.

Improvement of personnel training and stabilization of production personnel will promote an increase in the effectiveness with which land, especially improved land, is used, growth in agricultural productivity and further improvement of the welfare of the Soviet people.

COPYRIGHT: Izdatel'stvo "Transport", "Sotsialisticheskiy trud", 1982

#### Young Labor Retention Survey

Moscow SOTSIALISTICHESKIY TRUD in Russian No 5, May 82 pp 31-32

[Article by A. Neshkur, director, Division of Labor, Poltavskaya Oblast Executive Committee: "To Keep the Young People on the Farm"]

[Text] In the period from 1959 to 1980 the rural population of Poltavskaya Oblast decreased by 25 percent, while the size of the work force in the countryside decreased even more significantly. As the materials of sociological studies and statistical analysis showed, this is connected basically with systematic departure of young people from farms. In order to reveal the causes of this process we conducted a questionnaire survey of four of the oblast's rayons. We questioned kolkhoz, sovkhoz and rayon organization executives, more than 400 parents of children who had left for the city and 400 young workers who remained on the farms and are now residing in dormitories in Poltava and Kremenchug.

The nature of the responses was identical: Rural living conditions are significantly beneath the level of the cultural development and needs of the young. Thus young people named the following causes for moving from the countryside to the city in their questionnaires (as percentages of total responses):

Dissatisfied with the level of cultural, personal, medical and trade services	33.3
Desire to obtain a specialty or occupation in the city	19.5
Desire to continue education	10.5
Dissatisfied with the level of organization of amateur art and sports	9.3
Unable to find enjoyable work at the farm	7.7
Dissatisfied with wages	6.9
No jobs available in their particular specialty	5.5
Dissatisfied with housing conditions	3.6
Other reasons	3.7

How can we keep the young people on the farm? What would we have to do? Of the total number of individuals questioned, 31.8 percent wanted improvements in cultural, medical, trade and personal services, 26.8 wanted better scheduling of work and leisure time, 24.9 percent wanted construction of housing with all of the communal conveniences, and 13.5 percent wanted a higher level of labor mechanization.

Thus these data once again confirm that if we are to reduce emigration of young people from the countryside, we would need to hasten fundamental reorganization of the rural areas and eliminate the significant differences between urban and rural living conditions. As we know, improvement of the socioeconomic conditions of labor and personal life in connection with change in the nature of labor and the new spiritual and material demands of agricultural laborers is the main direction in solving the problems of stabilizing personnel at the farms, and primarily the young. This issue became an object of special attention on the part of the oblast's party and soviet organs in the last decade. The five-year plans and annual integrated plans of socioeconomic development are under the constant control of the oblast planning commission, the labor division of the oblast executive committee and the oblast trade union council.

During the 10th Five-Year Plan the material-technical base of the oblast's kolkhozes and sovkhozes was strengthened, the social, personal and cultural conditions of the kolkhoz farmers and sovkhoz workers were significantly improved, and the level of their material welfare was increased. Capital investments into development of the oblast's agriculture were 23 percent more than in the Ninth Five-Year Plan. The proportion of mechanized labor in agriculture climbed from 24 to 39 percent. The kolkhozes and sovkhozes spent 68 million rubles on housing construction. This includes 53.6 million rubles spent by the kolkhozes, or three times more than in the Ninth Five-Year Plan. In 1976-1980 28 percent more capital was invested into construction of paved roads in the oblast's rural areas than in the Ninth Five-Year Plan.

Because agriculture now needs specialists with high qualifications and not just manual laborers, the oblast executive committee's divisions of labor and public education have started devoting more attention to occupational orientation in rural schools of general education, so that students could receive more help in choosing an occupation and mastering its fundamentals, and thus encouraging them to remain at the farm. This has produced its fruits. In the last 5 years the proportion of graduates of secondary schools of general education finding employment at the farms increased from 28.6 to 37.5 percent of the total graduating classes.

The problems of retaining young people at the farms of Karlovskiy Rayon are being solved thoughtfully and efficiently. At the "Avangard" Kolkhoz for example, the socioeconomic conditions of the rural public's labor and life have been improved significantly. Just during the 10th Five-Year Plan the kolkhoz built a shopping complex, a personal services facility, a machine operator's club, a library, a 16-apartment, two 4-apartment and several dozen single-apartment residential buildings, it finished construction of all paved farm roads, and it laid 3 km of water pipelines. The total capital investments into socioeconomic measures were almost doubled in the 10th Five-Year Plan as

compared to the Ninth, totaling 1,275,700 rubles. Construction of a Palace of Culture with a capacity of 450 is to be completed, a store and a dining hall for the most remote brigade are to be built, 6 km of paved roads are to be laid and 5 km of streets are to be paved in 1982. All children of preschool age are now assured space in nurseries and day schools, and if their parents are kolkhoz members, the fees are paid for by the kolkhoz.

The integrated "Trud" program, a long-range plan for personnel training broken down into individual years, is a direct supplement to the plan of the kolkhoz's socioeconomic development, and an inherent part of it. Graduates of secondary general schools and young specialists are provided unlimited possibilities by the kolkhoz for continuing their education and upgrading their qualifications. If they desire to work at the kolkhoz, they are sent to rural vocational-technical schools, tekhnikums and VUZs for study. At present 17 students are attending VUZs and tekhnikums on the basis of kolkhoz scholarships, and another 10 persons are undergoing correspondence training. These are future specialists and organizers of kolkhoz production. During the 10th Five-Year Plan 42,000 rubles were spent on scholarships--twice more than in the Ninth. Secondary school graduates receive occupational training at schools organized by the rayon division of the State Committee for Supply of Production Equipment for Agriculture. Moreover each year about 20 persons undergo retraining at the kolkhoz itself.

The kolkhoz administration makes broad use of moral and material incentives with the purpose of retaining young people. Specialists returning to the kolkhoz after finishing their education are paid a monetary reward equivalent to 3 months of pay, and they are provided housing on priority. A young person coming to the kolkhoz from the school desk with the rights of a tractor operator is given the first 3 months of his average wages and a 2-month allowance. If he returns to the farm after serving in the Soviet Army, he receives a bonus totaling 600 rubles and is given a new tractor. This concern for the young complement is producing its positive result. Now specialists with a higher and secondary special education are working in all production sections of the kolkhoz. The kolkhoz is fully manned with machine operators for two-shift work. Moreover 44 percent of the machine operators are young people up to 30 years old.

The number of rural residents increased by 139 persons in the 10th Five-Year Plan. During this period 93 persons were accepted as kolkhoz members, 48 of them being graduates of the local school. The farm is being built and renewed, and it is growing younger. Just in 1981 alone about 20 weddings were registered here, and more than 30 children were born.

Making proper and highly effective use of available material and labor resources, the "Avangard" Kolkhoz has transformed into a well equipped, economically strong farm. The experience of its board of directors and party organization in retaining young people in production was examined by the bureau of the party oblast committee at the suggestion of the labor division, and it was approved. All kolkhoz and sovkhoz party organizations were encouraged to study this experience and introduce it into practice.

Much has also been done at other farms of Karlovskiy Rayon. The population is now starting to increase due to immigration. Almost 50 percent of the graduates of local schools remain to work in agriculture. The Division of Labor plans to generalize the experience of Karlovskiy Rayon in the near future and bring it to the awareness of other rural rayons in the oblast. Without a doubt similar positive experience in solving the problem of keeping young people on the farm has also been accumulated by other farms and rayons in the oblast. The Division of Labor is striving to make this experience known to all.

COPYRIGHT: Izdatel'stvo "Transport", "Sotsialisticheskiy trud", 1982

11004

CSO: 1828/123



## LABOR

### MANPOWER REMAINS MAJOR PROBLEM IN VIRGIN LANDS AREAS

Tashkent EKONOMIKA I ZHIZN' in Russian No 2, Feb 82 pp 62-64

[Article by Candidate of Geographic Sciences S. Nishanov, secretary, Dzhizakskaya Oblast party committee, and Candidate of Geographic Sciences K. Kurbanov, senior scientist, geography division, Presidium of the Uzbek SSR Academy of Sciences]

[Text] It has been 25 years since integrated development of the Golodnaya and Dzhizakskaya steppes began. During this time, owing to the untiring concern of the party and the selfless labor of the subjugators of the virgin lands, this once desert land has transformed into a major source of cotton. Orchards bloom here, irrigated farmlands provide rich fruits, and numerous modern sovkhozes, cities and towns have grown up here.

The development continues, and its front has shifted mainly into the Dzhizakskaya Steppe, where the drainage networks are the most up to date, where mechanical irrigation canals are being erected, where each year 35,000 hectares of land are being placed into agricultural turnover and where about 300,000 hectares are to be developed.

The plans for Dzhizakskaya Steppe call for broad development of not only a multisector form of agriculture but also industry. Many new factories and plants are already operating in the cities and towns, and even more are being built. In the next few years dozens of enterprises representing different industrial sectors will go into operation, and folk crafts will enjoy further expansion. By the end of the five-year plan industrial production should double. This will become a major step forward on the road to forming a territorial-production complex, as foreseen by decisions of the 20th Congress of the Uzbek SSR Communist Party.

What is one of the main problems which, if solved, could promote faster development of productive forces? The answer: increasing the region's labor resources and making sensible use of them.

It should be noted that since development of the Golodnaya and Dzhizakskaya steppes began, the region's population has increased dramatically (by about 2.5 times), and it now exceeds 900,000. This process occurred mainly due to natural growth (the birth rate reached 39 persons per 1,000 in 1980) as well as due to internal migration.

The bulk of the immigrants are being sent predominantly to the Arnasayskiy, Dustlikskiy, Akaltynskiy, Oktyabr'skiy and other rayons in which major operations connected with integrated development of the new lands are proceeding. People are coming here from the densely populated Fergana Valley, the foothill zone of Samarkandskaya Oblast and from other regions of the country. Most of these people (more than 82 percent) are people of working age.

Statistics show that about a third of all immigrants into Uzbekistan remain in the virgin Syrdar'inskaya and Dzhizakskaya oblasts for permanent employment. Nevertheless the population density in these oblasts is still not very high-- 32.5 persons per square kilometer. Moreover the territorial distribution of the population is extremely nonuniform. While the density is 104 in Syrdar'inskiy Rayon, 89 in Gulistanskiy, 84 in Bayautskiy, and 52 persons per square kilometer in Dzhizakskiy, in Zaaminskiy Rayon, for example, it is only 18 persons, and only 5 in Farishskiy.

But even within the rayons the residents are distributed far from uniformly. Rural settlements gravitate toward river valleys, and they line up along the banks of the Sanzar, Zaamin and Syr-Dar'ya rivers as well as along major railroads and highways. In the meantime the deserts, steppes and mountainous zones are sparsely populated. Practically all of the tiniest settlements (of up to 100 persons) and most of the small settlements (100-200 persons) are located there.

Digressing from the topic at hand, let us note that such settlements do not at all satisfy today's demands from the standpoint of both broadening productive ties and improving cultural and personal services. There is a wholly obvious need for enlarging them, and mainly perhaps for creating new settlements furnished with all of the amenities. This is all the more urgent because what we are talking about here is a zone of future expansion of irrigated land with the help of four canals in Dzhizakskiy Rayon and two mechanical irrigation canals in Farishskiy Rayon.

Were we to look at population centers of the Golodnaya and Dzhizakskaya steppes in general, we would find it gratifying to note that the small kishlak form of population distribution is relatively rare out here. Most of the rural settlements were built recently, "starting from scratch" so to speak, and therefore in terms of the amenities provided and some of their social functions, certain traits typical of urban settlements are typical of them.

We are referring primarily to the growing rayon centers and central sovkhos farmsteads.

A tendency for transforming into cities is clearly expressed in many of them. It is no accident for example that just in Dzhizakskaya Oblast alone Pakhtakor (Binokor), Gagarin (Yerzhar), Ul'yanovo (Obruchev) and other settlements achieved city status in 1970-1980. Industrial production is developing dynamically in these cities: Enterprises preparing agricultural equipment, branch enterprises in light, food and local industry, and motor transport and construction subdivisions are opening up for business.

About a third of the population lives in the cities at the moment, but the mean annual growth rate of the urban population is extremely high--9.4 percent.

The bulk of the population resides in rural population centers. And if we wish to evaluate the availability of manpower and how well it will satisfy the growing economy in the future, we would find it important to clarify the possibilities for raising the employment levels of the residents of steppe towns. Participation of men in social production has always been relatively high, and therefore the overall growth in employment occurred in recent years mainly owing to better use of female labor in the national economy. Nevertheless the reserves are still sufficiently large.

An analysis would show that employment of the rural population in socially useful labor differs rather intensively among different regions of the virgin oblasts. While in Akaltynskiy, Dustlikskiy and Syrdar'inskiy rayons this indicator is higher than the regional average, it is 1.5-3 times lower in Zaaminskiy, Khavastskiy and Farishskiy rayons.

The reasons behind this phenomenon should obviously be sought in the sector structure, in the way agricultural production is specialized in these rayons. As a rule those rayons in which irrigated agriculture is developed and where the conditions for domestic female labor and child care are easier exhibit high employment, including within the female part of the population.

Rain cropping and animal herding, meanwhile, are associated to a lesser extent with female labor. Moreover the living conditions are much more difficult, there are fewer municipal and personal services and less concern is shown toward motherhood in the foothill and mountain zones. As a result less than 10 percent of the women who are able-bodied but saddled with large families participate in social production.

All of this should be strictly accounted for when resolving the problem of providing manpower to the Golodnaya and Dzhizakskaya steppes, so that full employment of the able-bodied population in social production could be achieved. For the moment 75-80 percent of the available labor resources are engaged in such production on the average. But life is such that an increase in workers is required right now, and especially in the future. This means that we must solve the social problems more persistently, so that women, who make up the overwhelming majority of the unutilized labor resources, could be recruited for socially useful labor more broadly.

There are extremely significant positive aspects to today's practice of distributing the work force in virgin lands. One is that there are 10 and more hectares of cotton fields to every agricultural worker, which is stimulating full mechanization of cotton growing and harvesting.

This may perhaps be too much of a load--it is 3.5 times greater than the average for Uzbekistan. Were we to reduce the load per worker to 7 hectares in the foreseeable future, and if we account for development of new lands in the Dzhizakskaya Steppe in the future, we would need not less than 60,000 residents of working age. And if we add the demand in the services, in construction and

and in transportation, the figure would rise to 90,000-100,000. And this is only the able-bodied population: Consider that as a rule the total population would be three to four times greater as a rule.

As we mentioned earlier, what we need to do first of all is achieve the fullest and most sensible use of local labor resources. This would be possible by significantly improving housing and personal conditions, expanding the network of children's preschool institutions and building cultural, public health and other facilities--that is, doing everything to create the social infrastructure. Improvements in the sector structure of the rayons with a consideration for the concrete natural and climatic conditions would be significant.

Elimination of seasonal employment of labor resources would be very important in this aspect in our opinion. Cotton growing, for example, would thus be combined with silk farming, vegetable growing, orchard raising and grape growing, dairy animal husbandry and poultry raising, extensive organization of which is not only fully possible but also necessary in the region.

All-out development of folk crafts, of industry making use of local raw materials and of subsidiary enterprises, and of course creation of agroindustrial associations of a broad profile in rural areas are acquiring no less significance. The combination of agricultural and industrial production is precisely what will make it possible to utilize rural labor resources fully, uniformly and effectively throughout the entire year.

It stands to reason that this would require a significant increase in work qualifications, especially of machine operators and other specialists. We need to expand and improve the network of vocational-technical schools and secondary specialized educational institutions.

All of this will significantly promote more-sensible distribution of manpower within the region and growth in the gross per capita income. However, we cannot fully solve the manpower problem on the basis of local resources alone. The role of well planned and organized resettlement from other regions of Uzbekistan is great, and it will not decrease in the near future.

New rural towns and cities of the Golodnaya and Dzhizakskaya steppes can and must absorb a significant quantity of immigrants from the Fergana Valley, where the average load per agricultural worker is now less than 1 hectare of farmland, and where gross production is relatively low. Further mechanization of agricultural production in these regions will unavoidably increase the manpower surplus, inasmuch as there is no vacant irrigable land suited to development.

Forming the work force for virgin lands undergoing development through territorial redistribution of the population, we need to consider the agricultural specialization of the areas from which the immigrants are coming. It would be more desirable to move people from rayons and oblasts in which irrigated farming, cotton growing in particular, is well developed. Once again the Fergana Valley is the most promising source in this regard. As far as migrants from regions specialized in crops other than cotton are concerned (from foothill and mountain regions of Dzhizakskaya Oblast and the neighboring Samarkandskaya Oblast), they will gradually adapt to the new conditions.



All we need do is encourage stable employment. In this sense the former widely practiced strategy of moving men without their families has not been successful. Most men enlisted in this fashion have not taken root in the new areas.

We would like to note in conclusion that successful solution of this problem through fuller and more effective use of local labor resources and through planned and sensible migration within the republic would create the necessary conditions for further improvement of the economy and for faster formation and development of the Dzhizakskaya Territorial-Production Complex.

COPYRIGHT: "Ekonomika i zhizn'", 1982

11004

CSO: 1828/122

## LABOR

### FARM WAGES VERSUS OUTPUT DISCUSSED

Moscow EKONOMICHESKAYA GAZETA in Russian No 22, May 82 p 2

[Article by N. Dudorov: "What You Harvest is What You Earn"]

[Text] Mechanized squads, detachments and brigades working according to a contract-bonus pay system, in which an advance is paid in relation to time worked prior to the final accounting for services rendered, have been enjoying increasingly broader acceptance in the kolkhozes and sovkhoses in recent years. Recently the USSR Ministry of Agriculture sponsored a meeting of executives of the republic ministries of agriculture, kolkhoz and sovkhos economists and squad, brigade and detachment leaders. They exchanged information on the work experience of the new subdivisions and planned out ways to improve this progressive form of labor organization and wages.

#### For the End Product, Not the Time Worked

It is gratifying to note that farm executives and specialists in all zones of the country are now devoting a great deal of attention to improving the forms of labor organization and wages in every area of production. After all, the product yield in agriculture depends significantly on how well the workers apply themselves, on prompt and high quality fulfillment of each operation. A farm which is late in plowing or planting or which deviates even slightly from the agrotechnical requirements in such operations will invariably suffer a poor harvest. How do we interest machine operators and all rural laborers in doing their jobs with high quality, and how do we get them to keep thinking about ways to increase production? This was the main thought reflected in all statements made by participants of this meeting. They came to the unanimous conclusion that mechanized squads, detachments, brigades and complexes working according to a single order based on a contract-bonus pay system with time-based advances correspond best of all to these requirements.

Most farms now use a piecework-bonus pay system in which each machine operator is paid separately for each operation. His pay depends directly on how many hectares he processes. And the worker is little interested in how successful the harvest will be. The main thing for him is to make more money today. Of

course, even with the piecework-bonus pay system the machine operators do realize that if the brigade or detachment harvests more than the five-year average, all workers would receive additional pay for higher production. But in large collectives the connection between the quality of the work of each person and the end result is in a sense lost.

It is no accident that many farms have converted to a more progressive form of labor organization and wages, in which a certain collective furnished with the needed equipment and provided with its own land performs the entire complex of operations associated with growing and harvesting the crops. In this case the members of the subdivision are paid an advance, and following the harvest the final accounts are settled with them on the basis of the quantity produced and the rate paid for every centner.

It should be noted that squads not working with job orders have now enjoyed widespread acceptance in all regions of the country. Many such squads have been created, in particular, in the Russian Federation. Last year 18,000 mechanized squads and complexes at the republic's farms worked their own crops. This included 7,300 squads receiving a time-based advance before the final accounts are settled, which is 2,300 more than in 1980.

#### What the New Form of Wages Offers

The high effectiveness of this progressive form of labor organization and wages may be persuasively demonstrated with the example of the mechanized squad led by A. Kolesnik at the Kolkhoz imeni Frunze, Belgorodskiy Rayon, Belgorodskaya Oblast. It consists of 14 tractor and machine operators furnished with as many tractors, nine grain and beet harvesting combines and other equipment. This collective grows wheat, barley, peas, sugar beets, annual cereals and winter green fodder crops. The members of the squad receive a monthly advance of 120 rubles, and the squad leader is given an additional 15 percent of the total advance for his leadership of the collective. Flow charts used to determine work volume and wages are drawn up for each crop. Using this sum and the yields of the last 5 years, the contract rate for every centner of the end product is determined. The squad collective is interested in performing as much of the work as possible with its own resources, since the amount of pay it receives depends on this. The final earnings are distributed among the machine operators in proportion to the time worked, the records of which are maintained by the squad itself.

The kolkhoz board of directors does not pull machine operators out of the squad for other jobs without special need and without the collective's consent. This is the main condition for the successful work of collectives receiving a time-based advance prior to the final accounting. What are the work results of A. Kolesnik's squad?

First of all the use of the equipment improved, idleness decreased and the work day is now utilized more fully. As a result a possibility has appeared for freeing six machine operators from the squad. All of the squad's production indicators are higher than the kolkhoz average, and the earnings of the machine operators are greater as well. Last year 278 such squads processed more than

13 percent of all of the farmland of the oblast's farms. The yield of these squads averaged 20 percent more than the yields of conventional squads and tractor-farmer brigades receiving piecework wages, and the labor outlays per centner of product were 30-40 percent lower.

#### The Experience of Sverdlovskaya Farmers

Sverdlovskaya Oblast has accumulated some experience in pay advances to squad machine operators differentiated on the basis of the wage rates for 3d and 4th rank tractor and machine operators--from 120 to 170 rubles per month. Let us look at P. Osipov's squad from the "Loginovskiy" sovkhos as an example. A special point scoring scale taking account of the brand of the tractor, the machine operator's time of service, his knowledge and his practical skills, and his attitude toward work has been developed for the purposes of determining the differentiated advance.

A special certification commission does the scoring and determines the number of points. The advance paid to machine operators is determined depending on the number of points accumulated. The point score has had a positive effect: The qualifications and the attitude of the machine operators toward their work have improved, and labor discipline has risen. The squad council, which considers not only the total amount of the advances paid to the squad workers but also the coefficients of labor participation, distributes the additional pay for the end product and the bonuses.

#### The Uzbek Cotton Growers

Specialists and laborers of farms in Namanganskaya Oblast were the first in Uzbekistan to try out the new wage system not employing job orders. In 1977 it was introduced into 27 farming--mainly cotton growing--subdivisions. Then this experience enjoyed broad dissemination throughout the entire republic. Last year more than 7,000 farming squads and brigades operated on the basis of this wage system, to include 5,000 cotton growing units. Now about 9,000 cotton growing subdivisions have been converted to the new system. The following figures may attest to the effectiveness of their work. Last year collectives working on the basis of this wage system in Syrdar'inskaya Oblast beat the oblast average by 815 centners of cotton per hectare, and their cost for a centner of raw material was 7 rubles 10 kopecks less. The average per-worker production in squads not using the job order system was 11,759 rubles, while the oblast average was 4,620 rubles.

It should be noted that most of the cotton growing squads are organized into brigades. They may also be grouped into detachments subordinated directly to the administrations of the sovkhoses and kolkhoses. Brigades and squads have been created over a period of a number of years, and they are provided a permanent force of workers, equipment and land.

The khozraschet contract is the mutually binding document which determines the relationship between the production subdivision and the board of directors of the sovkhos or governing board of the sovkhos.



### Each is Interested in the Overall Success

Given proper organization, the most favorable conditions for creativity, for mutual assistance and for exchange of experience between machine operators are created in subdivisions working on the basis of a single contract and receiving wages based on the end product. Deserving of attention in this respect is the experience of the feed growing squad of "Krasnaya Zarya" Kolkhoz, Svechinskiy Rayon, Kirovskaya Oblast.

A special mechanized squad was created here in order to fully satisfy the needs of the stock breeders for high quality feeds. Command of this collective was given to the most experienced machine operator, V. Samsonov. The squad was assigned 600 hectares of land, to include 237 hectares of improved land, and all of the necessary equipment. Each member of the squad is paid 5 rubles per day as an advance. At the end of the year the accounts are settled in relation to the amount of feed procured with a consideration for the rank of the worker. The squad receives its full pay after it harvests all the crop, completes its fall planting and does its fall plowing.

Even in 1981, which was an exceptionally dry year, by challenging the poor weather with good organization the squad procured 40 percent more hay and 45 percent more good quality silage than planned. Labor outlays per centner of feed and the cost of the feed decreased dramatically. Initially there were five machine operators in the squad, and now there are nine. This is a friendly collective, in which each tries to help his comrade.

All machine operators are well trained, and some of them have been working 20 or more years. N. Golokhvostov has been running a tractor for a quarter of a century, his son Vitaliy works here also, and the two Petrov brothers have been working in the squad continuously since its inception. For practical purposes this is a single working family, the members of which are bound together by a common interest in high end results. And as a consequence the farm's milk production was over 5,000 centners greater than in the Ninth Five-Year Plan, while meat production increased by almost 400 centners.

### Avoiding Mistakes

There have been some problems in organizing squads operating on the basis of contracts rather than job orders. As we know, the planned yield and the planned product output were the basis for determining the pay rates until recently (now the rates are set on the basis of the production norm, which is determined with a consideration for the production level achieved in the last 5 years). In view of unjustified growth in the planning indicators, the rates per centner of product began to decline in a number of farms. This had an unfavorable effect on the interest the collectives had in the end results. This was followed by mechanical increases in the pay rate. Naturally this could not do anything to stabilize the wage system. Deserving of attention in this regard is the experience of farms which converted to pay rates differentiated depending on crop yields and animal productivity. This promoted growth in production.

A number of kolkhozes and sovkhoses organizing such squads are not following the volunteer principle in selecting machine operators. As a consequence the incompatibility factor goes into action, having an unfavorable effect on the overall microclimate in the collective and on the indicators of its work.

Some farms experiencing a shortage of a number of machines and tools must resort to frequent transfer of mechanization resources from one subdivision to another. This elicits valid complaints from the machine operators, inasmuch as they are unable to complete specific jobs at the best times. Under such conditions it would be suitable to limit the number of squads to an amount which would be fully supplied with the necessary equipment.

There are kolkhozes and sovkhoses everywhere that have accumulated sufficient positive experience in working on the basis of a single contract. Such squads and brigades may be organized differently at the farms in relation to both the composition of their equipment and the number of machine operators. It all depends on the concrete conditions, on the crops and sectors being serviced, on the availability of equipment and on other factors.

But given all of these conditions, growth in production and reduction of material and labor outlays per centner of grain, feed, meat and milk in comparison with the indicators for conventional subdivisions working on the basis of a piecework-bonus wage system must be the criterion used to evaluate the work of such brigades and squads.

In those farms where for one reason or another there are no possibilities yet for converting completely to squads working on the basis of contracts rather than job orders, creating at least one subdivision working on the basis of the contract-bonus system with time-based advances paid prior to the final accounting is recommended. This would make it possible to accumulate experience, so that in the future a transition could be made to the more progressive forms of labor organization and wages in all areas of production.

11004

Doc: 1628/110

## LABOR

### STATE SUPPLY ORGANIZATIONS INTRODUCE NEW LABOR NORMS

Moscow MATERIAL'NO-TEKHNICHESKOYE SNABZHENIYE in Russian No 3, Mar 82 pp 62-63

[Article by M. Kolesnikov, division chief, West Siberian Main Territorial Administration, USSR Gosstab: "Interest in the End Results"]

[Text] Standardization of labor on a large scale and introduction of progressive, scientifically grounded output norms are capable of actively raising the effectiveness of production and hastening the growth of labor productivity. Wherever serious attention is devoted to these facts, the results speak for themselves. Guiding themselves by the USSR Gosstab's requirement of intensifying this work, the engineers and technicians of our main territorial administration have started dealing more purposefully with the problems of labor standardization. We will examine the two basic directions in which the search for ways to improve production and raise labor productivity through improvements in its standardization is proceeding.

#### Standardization of the Labor of Piece-Workers

Integrated output norms and rates for freight handling and warehousing operations, expressed in financial terms in relation to 1,000 rubles of delivered and dispatched products, were introduced as an experiment back in 1969 at the raw material warehouse of the Zapsibtsvetmetstab Association. Many years of experience with such standardization has demonstrated its viability.

The integrated output norms are calculated on the basis of unified norms, to include sector and local norms, on rail car, motor transport and warehouse freight handling operations. The advantage of integrated output norms and rates is obvious. A possibility appears for considerably reducing the laboriousness of standardization and bookkeeping efforts, since rather than receiving daily orders which often consist of four or five pages, twice a month the accounting office gets a cumulative order indicating the volume of products delivered and dispatched on the basis of bookkeeping data, and the rate and total of the wages paid to the brigade for half a month of work. This simplifies accounting of the total work volume and precludes the need for additional bookkeeping entries. And what is especially important is that the workers themselves are made interested in reducing labor outlays, and they take an active part in the fight to reduce redundant freight handling and warehousing operations, to improve production processes and to raise the level of mechanization.

The integrated output norms and rates are made effective following careful verification of the calculations used to determine the volume of products delivered to and dispatched from a particular section and the laboriousness of the work, and after a table comparing outlays before and after introduction of the norms is inspected. After the norms are in effect for 3 months, the results are analyzed, and if necessary the norms are adjusted.

The following idea came up during the use of the integrated norms: Could the same product delivery and dispatch volumes be applied to merchandising specialists, including those working with storage rack servicing machinery, as well as packers, sorters and other workers employed in the sections? As it turned out, they could. The brigade form of labor organization has now been introduced for all piece-workers of the abrasive tool section of the Zapsibsvetmetsnab Association. As a result the number of workers decreased from 22 to 19, output per worker increased by 11.9 percent, and average wages climbed by 7.4 percent.

A number of organizations and enterprises of our main territorial administration use an indirect contract-bonus system for paying piece-workers repairing mechanisms and freight handling equipment. As an example the Zapsibmetalloznabsbyt Administration and the Zapsibkhimlegsnab Association pay repair workers on the basis of rates associated to the hourly work of freight handling equipment, the Zapsibsvetmetsnab and Zapsiblesbumstroysnabsbyt associations do so with regard to fulfillment of the output norms by workers involved in freight handling operations, and the "Krasnyy Rekord" Factory and the Omsk Nonwoven Materials Factory do so on the basis of rates associated with thousands of linear meters of jersey fabric, of heat- and soundproofing padding for linoleum, of insole fabric and other products.

The "Krasnyy Rekord" Factory uses the indirect contract-bonus system to pay for the work of not only repairmen but also workers cleaning and sharpening card clothing. In compliance with recommendations of the USSR Gosnab, this form of wages has now been extended to workers of motor transport enterprises involved in vehicle technical maintenance and current repair, using wage rates set in relation to vehicle-days worked.

We are now thinking about gradually converting to a collective indirect contract-bonus system of paying wages to all workers in technical maintenance and repair of freight handling equipment at supply and marketing organizations.

#### Standardization of the Labor of Time-Workers

The labor of over 900 time-workers, or 42.7 percent of the total manpower, is now standardized at enterprises of the West Siberian Main Territorial Administration. The manpower standards were developed, approved and are now being applied to account for the labor of workers maintaining storage batteries, repairing motor transport, freight handling and production equipment, power production and thermal power units, servicing steam boilers and water heating units, and cleaning service, cultural, personal and production buildings and yard territory. Some of the manpower standards are reviewed and adjusted each year in connection with change in the parameters used to calculate the standards.



Drawing up the standards for the numbers of repairmen required was found to be the hardest. We prepared the appropriate methodological recommendations in order to make it easier to introduce progressive norms. And in order to facilitate accounting of the use of equipment and machinery in relation to time, we introduced correcting coefficients with which to adjust for the laboriousness of repairs made on all types of equipment, except electrical, thermal and warehouse handling equipment.

Development of manpower standards made it possible to apply the wage rates of piece-workers to time-workers, to increase the number of workers receiving extra pay for working in combined occupations and to increase the volume of jobs meeting the requirements of the Standard List approved by the USSR Gosstnab. As a result the actual number of time-workers whose labor is standardized was found to be 16 percent below standard, and the number of administrative workers in supply and marketing organizations using standard manning tables was found to be 19 percent below the numbers suggested by the standard manning tables.

In order to expand the sphere of labor standardization and improve its quality, a so-called coefficient of labor standardization was introduced. This coefficient is taken into account when determining bonuses to be paid to executives on the basis of the results of quarterly or monthly work.

What does labor standardization have to offer to production collectives? First of all it provides dependable reference points for the fulfillment of planned quotas. Presence of clear, well grounded labor norms is the main prerequisite of paying wages on the basis of end results. Hence every member of the collective becomes interested in the effectiveness of the whole collective's labor and in growth of its labor productivity. In the final analysis this has the positive influence of unifying the labor collective, improving the psychological climate, reducing personnel turnover and increasing the production successes of the enterprise. To a certain degree this can serve as an explanation for the fact that all organizations of our territorial administration successfully fulfilled the labor productivity growth quota of the 10th Five-Year Plan. The entire increment in warehouse sales, in the volume of secondary raw materials procured and in the volume of commercial production of the Zapsibtar Trust was the result of growth in labor productivity.

Measures to improve labor standardization in the 11th Five-Year Plan, drawn up in accordance with a decree of the USSR Gosstnab and the Presidium of the Central Committee of the Trade Union of State Institution Workers, foresee raising the proportion of piece-workers in the total manpower to 28 percent by 1985 by transferring some of the time-workers to piece-worker wages. Work will continue on the manpower standards for time-workers; the proportion of workers subjected to labor standardization will reach 53 percent.

During the current five-year plan we need to intensify control over introducing norms of equal intensity into sections typified by approximately the same level of labor organization and equipment availability. So that this work would be successful, in my opinion we need to prepare an appropriate manual on standard setting procedures. It will provide methodological assistance to specialists and make it possible to analyze the existing output norms better and introduce new, more progressive norms satisfying the needs of production.

COPYRIGHT: Izdatel'stvo "Ekonomika", "Material'no-tekhnicheskoye snabzheniye", 1982

11004

CSO: 1828/121

## LABOR

### INSTRUCTION FOR IMPLEMENTING DECREE ON HOLDING TWO JOBS

Moscow EKONOMICHESKAYA GAZETA in Russian No 24, Jun 82 p 18

[Instructions on implementing the USSR Council of Ministers decree No 1145, "On the Order and Conditions of Combining Occupations (Positions)," approved by the USSR State Committee for Labor and Social Problems, the USSR Ministry of Finances and the AUCCTU on 14 May 1982]

[Text] These instructions were written in accordance with Decree No 1145 of the USSR Council of Ministers, "On the Order and Conditions of Combining Occupations (Positions)," adopted 4 December 1981. The order and conditions are defined here for the purposes of increasing the interest of workers in accelerating growth in labor productivity and in fulfilling a set volume of work with a lower number of personnel, and in connection with publication of the USSR Code of Laws.

1. The following order and conditions are foreseen by Decree No 1145 of the USSR Council of Ministers, 4 December 1981:

- a) combining occupations (positions);
- b) expanding service zones or increasing work volume;
- c) performing, in addition to a principal job, the responsibilities of temporarily absent workers.

All of these forms of work are permitted at the same enterprise, institution and organization with the consent of the worker for the time of a work day (work shift) as established by legislation, if this is economically feasible and would not worsen the quality of production, of the work done or of services to the public.

Combination of occupations (positions) is defined as a worker's fulfillment of, in addition to his principal work, as defined in his labor contract, additional work in another occupation (position).

Expansion of service zones and increase of work volume are defined as performing, in addition to one's principal work, as defined in the labor contract, an additional volume of work in the same occupation or position.

Fulfillment of the responsibilities of a temporarily absent worker without being excused from one's principal work is defined as substitution of a worker absent in connection with illness, leave, a business trip and other reasons which, according to existing legislation, require retention of the workplace (position) for that worker.

The order and conditions of combining occupations (positions) are also applied in conjunction with expansion of service zones or enlargement of the amount of work done.

Combination of the positions of administrative workers must account for the limits on the number of such personnel in this category and the maximum allocations for their maintenance, as approved by a higher organization for the enterprise.

Extra pay is established for administrative workers holding combined positions only if in the corresponding period during which the positions of these workers are to be combined, a savings is achieved, in connection with the presence of vacant positions, in the wage fund for administrative workers, as foreseen in the official manning table and approved in the established order.

2. The order and conditions of combining occupations (positions) are different for the productive and nonproductive sectors of the national economy.

The order and conditions of combining occupations (positions), established by Decree No 1145 of the USSR Council of Ministers, 4 December 1981 for productive sectors of the national economy are applied to workers of enterprises and organizations in industry, agriculture, water management, forestry, the USSR State Committee for Supply of Production Equipment for Agriculture, transportation (including urban electric transportation), communication, construction, geological prospecting, forest management, the hydrometeorological service and elevators of grain reception points and bases.

The order and conditions of combining occupations (positions) established by Decree No 1145 of the USSR Council of Ministers, 4 December 1981 for nonproductive sectors of the national economy apply to workers whose wages are determined in accordance with previously adopted decisions of directive organs in relation to nonproductive sectors.

In cases where enterprises of productive sectors have subdivisions in which workers are paid in accordance with the decrees indicated above, the list of occupations that may be combined is drawn up by the ministry (department) to which the given enterprise is subordinated, upon coordination with the appropriate trade union organ.

The agreement to combine occupations (positions) and to expand service zones or increase the amount of work done is documented in an order (instruction) of the administration, upon coordination with the trade union committee; the occupations (positions) to be combined, the volume of additional functions or work to be performed and the amount of the extra pay must be indicated.

Cancellation or reduction of such extra pay is documented in the same order.

A worker must be given at least 1 month's notice of change associated with combination of occupations (positions), expansion of service zones, enlargement of the amount of work done and decrease or cancellation of extra pay. If a worsening occurs in the quality of work done or of services provided to the public, such combination and extra pay for it may be terminated the moment such worsening is revealed.

4. The responsibilities of a worker freed as a result of combination of occupations (positions) may be delegated to one or several workers.

5. Extra pay for combined professions (positions) is established irrespective of the number of occupations (positions) combined into a single job, no higher than the amount foreseen by Clause 6 of the decree.

Motor vehicle drivers who had received extra pay for combining their occupation with that of a loader and simultaneously performing the responsibilities of a forwarding agent totaling over 50 percent of their wage rates may continue to receive, as an exception, their previously set extra pay for the time of their work in these occupations and while performing the functions of forwarding agent.

Extra pay for combined occupations (positions) may be established for a worker in addition to additional payment for occupational proficiency or high qualifications.

6. In the event that a production brigade enjoys a savings in the wage fund as a result of combination of occupations, expansion of service zones or enlargement of the volume of work done, the amount of this savings that is not utilized in the form of extra pay for a particular individual of the brigade may be distributed within the brigade in accordance with the existing order of distributing collective wages.

7. Extra pay for combined occupations (positions) is granted to a newly hired worker in its former amount if he assumes all of the functions of the worker who had previously received such extra pay.

Extra pay for combined occupations (positions) is calculated for workers who had worked an incomplete month as the established amount (a percentage of the monthly wage rate (salary) for the principal job) in proportion to the worked time.

8. A reduction in the number of workers resulting from combination of occupations (positions) cannot serve as grounds for changing the manning limit established by the enterprise, institution or organization, or the manning table approved for it, for liquidating subdivisions created on the condition that a certain number of workers were present, reducing extra pay to brigade leaders for managing brigades, for reducing the bonuses paid to collectives winning the socialist competition or for changing the group classification of enterprises (shops and sections) used to determine the pay of laborers, engineers and technicians, and in other similar cases.

10. Extra pay granted to workers for combined occupations (positions) is included in the average wages in all cases of their calculation--that is, in relation to paid leaves, sick leave, retirement deductions and other cases.



11. Workers performing jobs in harmful working conditions in combined occupations (positions) and concurrently performing their principal work in full volume retain the privileges foreseen by existing legislation connected with the working conditions (supplementary leave, shorter work day, free milk and therapeutic-preventive diet), irrespective of whether or not these privileges had been established for the combined occupations (positions).

If the privileges indicated above are not foreseen by existing legislation for the principal occupation (position) of a worker but are foreseen for a combined occupation (position), these privileges must be granted only for those days in which the worker had performed in the combined occupation (position) for not less than half of the work day. In this case the time of supplementary leave is calculated in proportion to time worked in conditions entitling the worker to this leave, on the following basis: When the time of supplementary leave is six work days, half a day of supplementary leave is granted for a month of work in combined occupations (positions) associated with the working conditions indicated above, and when the time of supplementary leave is 12 work days, 1 day is granted for 1 month of work in the combined occupations (positions).

12. At enterprises where the Shchekino method is employed in integration with other measures for improving labor organization, material stimulation and planning in accordance with the Order No 67-VL approved 11 April 1978 by the USSR State Committee for Labor and Social Problems, the USSR Gosplan, the USSR Ministry of Finances and the AUCCTU, the supplementary incentive privileges foreseen by this document are retained.

11004  
CSO: 1828/111

## LABOR

### ECONOMIST ADVOCATES DELAYED RETIREMENT

Moscow SOVETSKAYA ROSSIYA in Russian 10 Apr 82 p 2

[Article by economist A. Chapaykin: "Don't Hurry Into Retirement!"]

[Text] The questions touched upon in letters published by SOVETSKAYA ROSSIYA on this subject boil down, the reader may recall, to the following: How can we best stimulate and more effectively utilize the labor, experience and qualifications of persons who have reached retirement age but are willing and physically able to continue working in production and in the services? Concluding the discussion, we publish this article by a specialist from the USSR Gosplan.

At first we need to briefly sketch the demographic situation and the manpower status of the country today.

The 1980s are characterized by a sharp decline in the growth of labor resources on one hand and by a significant increase in the number of persons approaching retirement age. During the 11th Five-Year Plan about 4 million more persons will join the work force in the national economy (as opposed to 11 million in the 10th), and the number of retired individuals will increase by 14 million--that is, by 3 million more than in the 10th Five-Year Plan. This was responsible for the arisal and, of course, the continued aggravation of the manpower shortage problem.

According to the plans for the country's economic development, this problem is to be solved primarily through growth in labor productivity, through its mechanization and through introduction of new equipment and production processes. But we also possess unutilized possibilities for getting able-bodied people to work in the national economy.

What additional reserves can we count on? We have, first of all, rural seasonal workers in between seasons, college and tekhnikum students taking day classes and, finally, pensioners. The latter, experience has shown, deserve special attention.

Today more than 3 million of our country's laborers and white collar workers are at retirement age; of them, 7.5 million are continuing their work in the

national economy. And research by sociologists and doctors has shown that many of those who have gone into retirement were both willing and able to keep working. Getting them back to work is doubtlessly an issue of state importance.

Let us look at the problem from a purely economical point of view. Irrespective of age and earnings, each person involved in material production provides the society with an average of 2 rubles 25 kopecks of national income. Consequently any suggestions that working pensioners are a burden to the national economy are groundless, and I would even say harmful in all respects. Pensioners more than compensate for the additional benefits they receive from the state.

Some people might say: All well and good, but you're talking about production; what about personal services? Here as well they would be doubtlessly useful. Of course, one qualification must be made. In distinction from young people, elderly people are less mobile, they are not as inclined to change their place of work and residence. In the meantime the manpower shortage is especially great in Siberia, the Far East and the North. But where we really need pensioners is where they already are, since their labor could replace that of young, more mobile persons who are awaited in the East.

As far as labor productivity is concerned, we should not understate the labor potential of the veterans of the working class. Frequently they are not at all inferior to the young in dexterity, ability and effectiveness in work. It is still too early to write off many of them into the "old folk's home"; we shouldn't hurry with retirement. And here is something else. Age is something that is personal to the individual, but knowledge, invaluable experience and professionalism are not only not personal to the individual, but they are even more a public asset, one which we must utilize sensibly.

It is precisely upon these positions that the state bases itself in its effort to constantly increase and expand supplementary benefits and privileges to pensioners continuing to work in the national economy. The benefit here is mutual: The society receives additional national income while the elderly enjoy a possibility for working within their means, for continuing their accustomed, active, fulfilling way of life a little longer.

This aspect of the matter should be discussed in a little greater detail. Sociological research and medical observations show that abrupt termination of work to which an individual is accustomed in connection with retirement causes a significant and rapid loss of working ability. As a result a large proportion of those who stop working never go back to work as a rule. Moreover, following the retirement parties the individual usually loses his former ties, and a few months later he finds it psychologically difficult to return to work.

Until recently more than 90 percent of the retired individuals remaining in production have had to work according to the old schedule--that is, 8 hours a day--whether they liked it or not, and this compelled some of them to leave. It would not take very much to create conditions which would be convenient to both them and production.

Carrying several pensioners in an otherwise complete manning roster would doubtlessly require the administration to do more work to plan the technical-economic indicators and maintain a more flexible approach to the manning tables. But these adjustments and troubles are not all that great, and they would be compensated a hundredfold by the labor of highly qualified and experienced workers.

In order that persons working a part day (or week) would not distort the economic results of an enterprise's activity, the USSR Gosplan introduced the necessary adjustments in the methods for calculating labor productivity and the other most important indicators.

In some cases jobs excluding heavy work must be reserved for pensioners, or special work stations, sections and shops characterized by less intensive labor must be organized. But this could only benefit the overall results.

The authors of the letters published in SOVETSKAYA ROSSIYA who argued in favor of a part time work day (week) and of improving the working conditions of pensioners were on the right track in this regard. And as we can see, the measures of the planning organs are on the same track.

But sometimes debates and conflicts arise not because certain obstacles are present or the existing instructions and statutes are a hindrance, but more often simply because no one knows how to go about making the changes.

What we need in particular is to introduce some clarity into the issues. Pensioners working part time enjoy benefits and privileges on par with all others working the same schedule. This includes housing privileges, the right to paid leave and to passes for vacation homes, sanatoriums and holiday hotels, tourist excursions and Pioneer camps for grandchildren; this includes extra pay for higher job qualifications, bonuses, moral incentives.

Directors of enterprises and organizations involved in material production and services to the public are entitled to grant supplementary leave without pay of up to 2 months a year to old-age pensioners desiring such leave, on the consent of the trade union committees. This possibility also applies to those working a part day (week).

Pension bonuses are a fundamentally new form of stimulation. Having applied for his pension, a person wishing to do so may refuse it and continue working for full pay, without restrictions. During this time, however, the size of his pension is increased 10 rubles each year, on the condition that the total amount of the bonus does not exceed 40 rubles and that the total of the pension and the bonus does not exceed 150 rubles per month. When he quits work, the individual receives his pension together with his "earned" bonus. This right is granted to laborers, to junior service personnel and foremen and to brigade leaders engaged in farming and animal husbandry at state agricultural enterprises, and to some other categories of laborers.

This bonus was introduced with the purpose of stimulating the labor of highly qualified categories of workers.



Of course, these are far from all of the benefits offered to working pensioners, but this alone is enough to demonstrate how much attention the state devotes to employment of the elderly.

We must constantly think about and determine concrete sections and work stations that would be suited to the elderly; moreover, thought should be given to this question before they retire. This also pertains to psychological issues. We need to create a favorable moral climate in the collective in relation to the elderly. Much depends here on the personnel services, on the public employment bureaus, on social security organs and on local soviets. The trade union organizations are clearly not providing enough attention to this issue either. The time has apparently come to foresee concrete measures for organizing the labor of pensioners in collective contracts, to include creating special work stations and organizing their leisure time, their participation in the sponsorship movement and so on.

The ministries, departments, the USSR State Committee for Labor and Social Problems, the USSR Gosplan and the newspaper editor's offices are receiving proposals from the laborers for improving retirement legislation; these proposals are being studied. And the laws and statutes are also undergoing improvement with time, as the conditions change.

But we can confidently say that there are no obstacles to retired individuals who wish to continue to work. This is one of our main social achievements. Nor are there people in our society who are "surplus," no matter what their age.

11004

CSO: 1828/114

## EDUCATION

### PART-TIME TRAINING IN AGRICULTURAL VUZ'S

Moscow VESTNIK VYSSHEY SHKOLY in Russian No 3, Mar 82 pp 14-17

/Article by Docent N. S. Stepanov, deputy chief of the Main Administration for Higher and Secondary Agricultural Education of the USSR Ministry of Agriculture: "For Correspondence Students of Agricultural VUZ's"/

/Text/ The decree of the USSR Council of Ministers "On the Further Improvement in Part-Time Training of Specialists With Higher and Secondary Specialized Education" (1981) notes that under present conditions the development and improvement of correspondence and evening education in accordance with the decisions of the 26th CPSU Congress are very important for the provision of the national economy with highly skilled specialists and a rational utilization of labor resources.

It is well known that, among other things, part-time education is of great social and economic importance. Workers raise their theoretical and occupational level without leaving the sphere of material production. On the other hand, trainees have the opportunity of immediately applying the knowledge acquired in a VUZ in practice.

A total of 102 VUZ's and 12 of their affiliates in all the Union-republics and large economic regions are now engaged in the part-time training of specialists for agriculture. This makes it possible to train specialists with due regard for the specific nature of a given region and to improve their skills in educational institutions nearest to their places of work.

A total of 248,000 correspondence students are trained in agricultural VUZ's (as is well known, there is no evening training here). This represents 46.4 percent of the total number of students in higher agricultural schools. They are trained in 25 specialties. These VUZ's annually turn out 26,000 specialists. The overwhelming majority of those trained on a part-time basis remain to work in agriculture, which contributes to their retention on kolkhozes and sovkhoses.

The implementation in the last few years of overall mechanization, specialization and concentration of agricultural production on the basis of interfarm cooperation and agroindustrial integration has generated an additional need for specialists in new fields--production automation, construction, architecture, economics and organization of water resources, technology of storage and initial processing of fruits and vegetables, viticulture, initial processing of grapes and greenhouse vegetable growing.

In accordance with the requirements of scientific and technical progress the nature of training of specialists in traditional fields is also changing considerably. Principal attention is now paid to a rise in the level of their occupational knowledge and to an intensified training of students in the area of management and scientific organization of labor and technology and organization of production on an industrial basis.

The content and nature of training of specialists in every field and the volume of knowledge, skills and abilities needed by them for a successful fulfillment of labor and public duties are now determined by the job descriptions developed by our administration and approved by the USSR Ministry of Higher and Secondary Specialized Education. Curriculums and syllabuses are prepared on the basis of these descriptions. The content of textbooks, study guides and methodological instructions for the independent work of students in all forms of training and for the preparation of course and diploma design projects is determined accordingly. Job descriptions also serve as the basis for measures for a scientific organization of the educational process, for an improvement in the system of communist education of students and for the strengthening of the unity of their world outlook and vocational training. These descriptions are also used during the planning of the training and forecasting of the needs for specialists and for the substantiation of the list of VUZ specialties and specializations.

In order to improve the system of admission to VUZ's and in accordance with the supplements introduced into admission rules, for the first time in 1981 it was permitted to admit individuals graduating from agricultural tekhnikums and receiving assignments from agricultural enterprises to VUZ's for correspondence training not on a competitive basis. This made it possible to greatly improve the composition of correspondence students. For example, whereas in 1975 workers in agriculture comprised 90.7 percent of those admitted to agricultural VUZ's for correspondence training and those with secondary agricultural education, 53.2 percent, in 1981 these indicators were 94.6 and 64.2 percent respectively.

The strengthening of middle-level personnel in agricultural production is the object of special concern. We face the task of seeing to it that kolkhoz brigades, sections and departments are headed by specialists with higher and secondary specialized education in the next few years. Owing to the purposeful efforts of VUZ's medium-level managers comprised 30 percent of those admitted to correspondence departments in 1981 (in 1979 they comprised only 17 percent). The experience of the Belorussian Agricultural Academy and of Bashkir, Voronezh, L'vov, Kazakh and Khar'kov agricultural institutes deserves a wide dissemination. They base their admission on long-term plans for the part-time training of advanced workers of kolkhozes and sovkhoses and medium-level managers and specialists developed jointly with oblast administrations of agriculture.

Preparatory departments operating in 93 of our VUZ's play an important role in an improvement in the general educational background of students entering higher agricultural schools. The admission of students to preparatory correspondence departments was first organized in 1981. Their graduates can be enrolled in the first course in a VUZ for correspondence training. Therefore, the selection of students admitted to these preparatory departments should be made with due regard for the corresponding requirements.

Councils for promotion of correspondence training operating on a voluntary basis under rayon administrations of agriculture provide great assistance to VUZ's in making up the student body. They select candidates for a VUZ, help to organize preparatory courses for them, assist correspondence students with their studies and job transfers and maintain contacts with VUZ's. Reports by managers of agricultural enterprises on problems of correspondence training of specialists are heard at the meetings of promotion councils.

As is well known, in the curriculums on which correspondence training is based the volume of independent student work comprises 73 to 80 percent of the total number of hours allocated for an entire VUZ course. During this period correspondence students must study theoretical units in 44 to 57 (depending on the specialty) disciplines, write 48 to 63 test papers and submit 7 to 9 course projects.

The entire professorial and teaching staff is entrusted with great responsibility for organizing the training work of correspondence students during the intersession period and for giving them practical help. The curriculum, the schedule of training work and of the syllabus, methodological instructions and test assignments are sent out to students enrolled in the first course. Many VUZ's have already activated the work with students. They hold group and individual consultations and prepare the schedules of fulfillment of test and course assignments.

A total of 44 of our VUZ's have 111 study consultation centers directly at the places of work and residence of students. Most study consultation centers have good physical plants. For example, in Altay, Blagoveshchensk, Voronezh and Krasnoyarsk agricultural institutes they have laboratories fitted with special equipment, visual aids, technical training facilities and good libraries stocked with the funds of kolkhozes and sovkhozes. A plan for a mobile study consultation center was developed and implemented in the Kaliningrad Affiliate of the Leningrad Agricultural Institute under R. V. Berdichevskiy's guidance. It provides daily practical help to correspondence students at the places of their residence and work (L. F. Semina reported on this in her article; see: VESTNIK VYSSHEY SHKOLY, 1981, No 11). Mobile laboratories were established in Zhitomir, Poltava, Tashkent and a number of other agricultural institutes.

The traditional and basic type of the educational process--lecture--now receives a new content. Measures are taken so that lectures are of a problem nature, reflect the urgent problems of theory and practice and the present level of scientific and technical progress and contribute to profound independent student work. The texts of lectures prepared by the most experienced instructors are approved, duplicated and sent out to all VUZ's for use in the educational process.

Of course, providing students with literature on study methods is one of the important and, in the system of part-time education, the most important factor determining the quality of training of specialists. Highly skilled authors and groups of authors are selected for the preparation of textbooks and study guides. Leading instructors and scientists from 74 VUZ's and 29 scientific institutions and 40 academicians and corresponding members of the All-Union Academy of Agricultural Sciences imeni V. I. Lenin have now been enlisted in this. More than one-half of the textbooks are prepared by groups of authors. The best textbooks receive the awards of the USSR Exhibition of Achievements of the National Economy



and medals of outstanding scientists. For the textbook "Farmakologiya" /Pharmacology/ I. Ye. Mozgov, academician of the All-Union Academy of Agricultural Sciences imeni V. I. Lenin, head of a department at the Moscow Veterinary Academy, was awarded the USSR State Prize.

As is well known, the All-Union Agricultural Institute of Correspondence Training develops and issues documents on study methods for correspondence students. It annually publishes literature on methods consisting of 120 titles, a volume of 250 publisher's accounting sheets and more than 1 million printed copies. Special attention is paid to ensuring a high quality of this literature.

Many agricultural VUZ's also widely use modern technical training facilities--first of all, screen projection, audio engineering and television equipment, computers and control training machines--in the training of correspondence students. For example, Moscow, Ukrainian and Latvian agricultural academies, Khar'kov, Poltava, Kuban', Stavropol' and Leningrad agricultural institutes and the Chelyabinsk Institute of Mechanization and Electrification of Agriculture are well equipped in this sense. Experience shows that educational motion pictures and television can be utilized in the system of part-time training most extensively and with the greatest benefit.

Much attention is paid to the education of part-time students. All agricultural VUZ's have prepared and are implementing unified overall plans for the education of students designed for the entire period of their training. For correspondence students they envisage primarily meetings with party and Soviet workers and with leading scientists and specialists of enterprises and excursions to historical revolutionary museums and exhibits of achievements of the national economy. Many educational institutions conduct sociopolitical practice for correspondence students.

Agricultural VUZ's have a considerable scientific potential. More than one-half of the scientists working out agricultural problems work in them. This is very important. After all the modern specialist must be a researcher. Only in this case will he be able to skillfully apply the recommendations of science. Therefore, our VUZ's concentrate efforts and funds on working out the fundamental problems of agricultural science and production. Correspondence students also take an active part in this, especially in the process of preparation of diploma projects. Many VUZ's organize such preparations for diploma projects according to the topics (even orders) of the enterprises at which students work. As chairmen of state examination commissions usually note, the significance of such projects is very great. For example, in the 1979/80 academic year more than 20 percent of the diploma projects of correspondence students were recommended for introduction into production.

The section for correspondence education of the scientific and methodological council under our main administration greatly helps in the improvement of the part-time training of specialists. It includes rectors, prorectors and deans of correspondence faculties of big VUZ's. The section examines the most important problems of improvement in agricultural correspondence training and works out recommendations of a practical nature, which are sent out to VUZ's.

We only touched on some problems connected with an improvement in the quality of correspondence training of specialists, who, like all other highly skilled specialists, are called upon to carry out scientific and technical progress in agriculture.

COPYRIGHT: Izdatel'stvo "Vysshaya shkola", "Vestnik vysshey shkoly", 1982

END

**END OF  
FICHE  
DATE FILMED**

July 28, 1982